



# James City County

## Organizational Effectiveness and Efficiency Study

### Final Report

**Prepared by**



Municipal & Financial Services Group  
911-A Commerce Road  
Annapolis, MD 21401  
410.266.9101

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## I. EXECUTIVE SUMMARY

### *Summary of Project*

In August 2008, James City County released a Request for Proposal for an *Organizational Effectiveness and Efficiency Study* of identified County departments and services. The RFP requested that consultants provide an implementation plan that includes recommendations for the most effective delivery of government services with projections of potential savings of costs based on the implementation of those recommendations. Specifically, the County's RFP identified the following key study requirements:

- Analyze service levels, workloads and staffing.
- Evaluate programs and services in terms of necessity, efficiency, staffing, funding and responsiveness to citizens needs.
- Identify policies, procedures or other factors that impede productivity and effectiveness.
- Identify other local governments, especially comparable counties in Virginia, as benchmarks or models from which the County can learn.
- Recommend alternatives that will enable the County to deliver services in the most efficient and effective manner possible.
- Project immediate and long term savings in capital and operating costs from implementing recommendations.
- Develop plans to implement recommendations, including timelines, resources and anticipated impediments to implementing recommendations.

In September 2008, MFSG responded to the County's request for proposals, was interviewed via telephone in October and subsequently engaged to perform the requested services. MFSG initiated work on the project on November 4, 2008. The first site visit and interviews commenced on December 1, 2008 and were completed during the first week of January 2009. Members of the project team made a total of three site visits for three days during the evaluation stage of the project and have had frequent interaction with James City County staff by email and telephone. The project team is appreciative of attitude and helpfulness of the County staff. We were also pleased that the Board of Supervisors could take time to meet with MFSG during the project.

Our work program enabled the project team to assess whether County departments were fulfilling their missions in accordance with adopted County laws and policies and relevant Federal and State regulations. In addition, our assessment provided us with the necessary information to make recommendations to address identified problems and concerns and to improve the operations and services delivered by the County. Our assessment was designed to identify for the County those processes and procedures it should have in place to:

- Ensure projects and services are delivered in a professional manner on time and within budget.
- Ensure that completed projects meet a high quality of customer service delivery and all performance objectives.
- Organize project staff and project development processes effectively.

- Provide for reporting mechanisms related to the status of on-going projects.
- Map processes in operating and administrative departments for business process improvement suggestions and future information technology projects.

James City County operates under a Charter in a manner similar to the traditional or county administrator form of government. The Board of Supervisors is a five-member body representing the five electoral districts in the County: Roberts, Jamestown, Berkeley, Powhatan and Stonehouse. The Chairman and Vice-Chairman of the Board are elected annually by its members. The Board members are elected to staggered four-year terms. This body enacts ordinances, appropriates funds, sets tax rates and establishes policies and generally oversees the operation of the County government. The County Administrator is appointed by and serves at the pleasure of the Board of Supervisors. As the Chief Executive Officer of the County, he is responsible for developing an annual budget and carrying out policies and laws which are reviewed and approved by the Board. The County Administrator directs business and administrative policies and recommends to the Board those methods, procedures and policies which will properly govern the County.

As of February 2009, the County has reduced its operating budget to \$166 million for each fiscal year 2009 and 2010. This represents a \$4 million reduction from the adopted \$170 million FY 2009 budget and a \$10 million reduction from the \$176 million fiscal plan for FY 2010.

### ***Project Fundamentals***

At the onset of the project, MFSG established the following project fundamentals to help guide the study:

- Understand the past but focus on present and future needs.
- Understand the myriad of driving forces facing the County.
- Ensure the staff understands our objective is to fit the needs of the County with the correct staffing level and that the study is not a “witch hunt”.
- Recognize that public sector changes are generally more successful if they are evolutionary vs. revolutionary.
- Focus on the “big ticket” items.
- Interview a cross section of James City County employees, appointed and elected officials and users of the County’s services.
- Inspect the field locations to verify employee input.

### ***Description of the MFSG Project Methodology***

Our approach to the *Organizational Effectiveness and Efficiency Study* consisted of four phases encompassing the programs and functional areas included in the scope of the review:

- **Phase I – Preliminary Investigations** – The project team makes initial contact and performs initial investigations to obtain a general understanding of how the organization is organized, how it operates, and how well it performs as evidenced by operating and financial records.

- **Phase II – On-Site Investigations** – The project team performs on-site investigations of the management of the organization and of the daily operation and support functions associated with its operations. Internal and external drivers are identified. On Site Investigations may be consolidated with Phase I-Preliminary Investigations.
- **Phase III – Functional Evaluations** – The project team performs an assessment and evaluation of each of the management, support and operation functions of the organization, identifying potential problem areas within the various functions.
- **Phase IV – Report Preparation** – The project team prepares an analysis report, summarizing the findings of the functional evaluation.

Each of the phases was sub-divided into discrete tasks as part of the project work plan. The key tasks in the study were as follows:

- Task 1: Project Initiation
- Task 2: Data Collection
- Task 3: Develop Work Plan Projections
- Task 4: Interview Stakeholders
- Task 5: Develop Evaluation Criteria
- Task 6: Develop and Evaluate Alternative Organizational Models and Operating Procedures
- Task 7: Develop Conclusions and Recommendations
- Task 8: Develop Report and Presentations

### ***Key Findings from the Interviews***

We interviewed a broad cross-section of employees and found results that were in some cases surprising and in others to be expected:

- James City County is a desirable place of employment.
- James City County staffing has not kept pace with the growing workload.
- County employees are concerned about their future employment.
- Some organizational changes are necessary.
- Gaps have evolved in several areas and with policies and procedures.
- Responsibilities continue to grow in both scope and volume.
- Reliance on institutional memory is too great.
- Staffing in some departments is inadequate.
- Internal communications should be improved.
- There is some concern with the hiring process.

### ***Documents and Records Review***

The project team invested significant time in reviewing various documents and records to ensure a complete understanding of the functionality of James City County departments. We received, reviewed and examined copies of virtually every type of document and file used or maintained by various County departments. We received complete cooperation from the County staff in

obtaining these and other documents. The County went so far as to set up a *Microsoft SharePoint* site to post relevant documents, records and information for the project team to review. This cooperation was of great value to the project team.

### ***Benchmarking***

The project team along with staff from James City County selected five Virginia counties for review based upon several criteria. The general criteria include the following:

- Proximity to James City County
- Demographics of population served
- Population growth rates
- Availability of data
- Geographic location
- Similarity of responsibilities

The Virginia counties that were selected for the analysis include:

- Albemarle County
- Fauquier County
- Frederick County
- Hanover County
- York County

Once the organizations were selected, the project team began gathering information from each entity. The latest data obtainable was included in the assessment. The benchmarking analysis demonstrated that organizationally there are actually very little similarities between James City County and the entities selected for comparison. All of the entities had significant differences in their organizational structures, including individual location of departments, sub-units, number and responsibilities of staff and reporting responsibilities. These structural differences made an “apples to apples” comparison very difficult.

The following specific observations were made during the course of the benchmarking analysis:

- All Counties are governed by a Board of Supervisors ranging from five to seven members.
- James City, Frederick and York Counties have a County Manager/Administrator with one Assistant County Manager/Administrator responsible for all departments. The other three counties have the reporting departments allocated to more than one Assistant Manager/Administrator. Albemarle County has a County Executive with two Assistant County Executives, Fauquier County has a County Administrator with a Deputy County Administrator and an Assistant County Administrator while Hanover County has a County Administrator with two Assistant County Administrators and two Deputy County Administrators.
- James City County has the second highest population density behind York County.

- The number of County full-time positions per 1,000 residents was lower in all of the benchmarked communities when compared to James City County. The number of County full-time positions per square mile of area was also lower in all of the benchmarked communities when compared to James City County, with the exception of York County. This is by no means an indicator of a lack of productivity or efficiency, due to the difficulties in comparing jurisdictions as alluded to in *Benchmarking Challenges* in the Benchmarking Section.
- James City County has the second lowest operating budget for Public Safety (Police, Fire, EMS, Emergency Communications) and the lowest Public Safety operating budget per full-time position.
- James City County has the lowest Police operating budget per full time position and the second lowest Fire (Fire, EMS, Emergency Communications) operating budget per full time position.
- The County has the lowest Non-Public safety operating budget per full-time position.
- The FY 2009 capital budget for James City County was the lowest of the benchmarked communities while the five-year CIP was slightly below the median.
- All of the benchmarked counties have a Public Works Department, with the exception of James City County and York County.
- With the exception of Hanover County, James City County has a higher property tax rate than all of the other benchmarked communities.

### ***Evaluation Criteria***

As outlined in our proposal, the project study team considered a variety of evaluation criteria including but not limited to customer service, public safety, finances and equipment to employ in evaluating the organizational models for James City County.

### ***Alternative Organizational Structures***

James City County's current organizational structure and staffing patterns evolved over time and reflect the best judgment of the County as to the deployment of available resources for the workloads faced by the County. Based on the information we collected during our interviews and site visits and comparing James City County with other organizations and sound management practices observed during our experience in working for other clients, we considered the following three organizational models for the County:

- "As Is" Model – the current structure
- "As-Is Enhanced" Model – current structure with some restructuring and the addition of new personnel



- “Functional” Model – significant restructuring of the current organization with emphasis on grouping personnel and divisions by functional responsibility

Each of these models is discussed briefly, together with the advantages and disadvantages of each as we see them.

### ***Priority Recommendations***

Based on the project team’s findings and conclusions, we developed a large number of specific recommendations for the County to consider. Those recommendations are outlined in Section III of this report. Our recommendations included cost savings wherever they could be qualified. Likewise, we quantified estimates of potential cost increases relating to our recommendations wherever possible. All of our recommendations are intended to improve overall effectiveness and efficiency in the County’s delivery of services.

Additionally, we have further identified what we consider to be the ***six highest priority recommendations*** for consideration and implementation by the County. We recommend that these priority recommendations be acted upon immediately if possible, but in no case later than the end of Fiscal Year 2010.

**The following provides a brief summary of these priority recommendations. The analysis, findings, conclusions and justifications for each recommendation are further discussed under their respective functional department or divisional write-ups in III. James City County Department Evaluations.**

#### **1. Organizational Changes**

- Create a new Citizen Services Department under the management of the Assistant County Administrator. The Department would consist of the following existing departments and divisions:
  - Communications
  - Satellite Services
  - Economic Development
  - Neighborhood Connections
  - Cooperative Extension Services
- Maintain a Community Services Department that would consist of those departments and divisions that are not recommended for inclusion in a new Citizen Services Department. Community Services would consist of the following divisions:
  - Social Services
  - Housing and Community Development
  - Colonial Community Corrections
  - Parks and Recreation

- Move Stormwater from General Services to Development Management as a standalone division reporting to the Development Manager.

## 2. Funding for Staff Positions

- Fill two vacant Groundskeeper I positions within Grounds Maintenance in FY 2010.
- Fill three FY 2010 BOS approved/not-yet funded new positions within the Police Department.
- Fill three FY 2010 BOS approved/not-yet funded new positions within the Fire Department.
- Fill one FY 2010 BOS approved/not-yet funded new position with Emergency Communications.
- Hire two additional civilian administrative staff for Police Department in FY 2010.
- Hire two additional civilian administrative staff for Fire Department in FY 2010.
- Hire one additional Programmer/Analyst position for Information Resources Management in FY 2010.

## 3. Purchase of Laptops/Mobile Devices

- Purchase approximately 20 laptops/mobile devices for Stormwater, Environmental and Code Compliance Inspectors for field work to connect to existing County data sources (i.e., *CaseTrak*, HMS software) and write reports. Estimated one time cost is \$65,000 and recurring annual cost is \$12,000.
- Implement IT process/system improvements to utilize laptops/mobile devices.
- Implement modified version of HMS software in Codes Compliance Division.

## 4. Facilitated Retreat for Board of Supervisors

- Organize a facilitated Board of Supervisors “Retreat” during the current FY 2010 budget deliberations.

## 5. Reconsideration of Stormwater Utility Fee

- Reconsider full or partial implementation of the Stormwater Utility Fee. During reconsideration, previous efforts should be examined, problems identified and adjustments made where appropriate.

## 6. Development of Detailed Implementation Plan/Schedule

- Develop a detailed implementation plan and schedule to ensure that the report’s recommendations are properly implemented, and that the follow up training and resource documents can be developed in a timely manner.

**JAMES CITY COUNTY**  
**Organizational Effectiveness and Efficiency Study**  
***Report Recommendations***

**RELATED TO STAFFING**

Add the following mission-critical staff in a time-phased manner:

**Funding for Staff Positions**

- Fill two vacant/Groundskeeper I positions within Grounds Maintenance in FY 2010.
- Fill three FY 2010 BOS approved/not-yet funded new positions within the Police Department.
- Fill three FY 2010 BOS approved/not-yet funded new positions within the Fire Department.
- Fill one FY 2010 BOS approved/not-yet funded new position with Emergency Communications.
- Hire two additional civilian administrative staff for Police Department in FY 2010.
- Hire two additional civilian administrative staff for Fire Department in FY 2010.
- Hire one additional Programmer/Analyst for Information Resource Management in FY 2010.

**RELATED TO INFORMATION TECHNOLOGY**

Implement mission-critical IT technology improvements

- Purchase approximately 20 laptops/mobile devices for Stormwater, Environmental and Code Compliance Inspectors for field work to connect to existing County data sources (i.e., *CaseTrak*, HMS software) and write reports. Estimated one time cost is \$65,000 and recurring annual cost is \$12,000.
- Implement IT process/system improvements to utilize laptops/mobile devices.
- Implement modified version of HMS software in Codes Compliance Division.

**RELATED TO STRUCTURE / OPERATIONS**

Create a new Citizen Services Department under the management of the Assistant County Administrator. The Department would consist of the following existing departments/divisions:

- Communications
- Satellite Services
- Economic Development
- Neighborhood Connections
- Cooperative Extension Services

Maintain a Community Services Department that would consist of those departments/divisions that are not recommended for inclusion in a new Citizen Services Department. Community Services would consist of the following departments/divisions:

- Social Services
- Housing and Community Development
- Colonial Community Corrections
- Parks and Recreation

Move Stormwater from General Services to Development Management as a standalone division reporting to the Development Manager.

## II. PROJECT OVERVIEW AND BACKGROUND

### 1. Project Overview

James City County is located in the Hampton Roads region of Virginia and is situated between the James and York Rivers, tidal rivers that join the Chesapeake Bay. As of 2008, its population was 62,394. The County has a total area of 180 square miles, of which 141 square miles is land, and 37 square miles is water. First settled by the English colonists in 1607 at Jamestown in the Virginia Colony, the County was formally created in 1634 as James City Shire by order of King Charles I. James City County is considered one of only five original shires of Virginia to still be extant today in essentially the same political form.

James City County is famous around the world as the centerpiece of a unique historical area. It encompasses land important in the early history of our nation: Jamestown, site of the first permanent English speaking settlement of 1607; Williamsburg, with its restored Colonial Capital of Virginia between 1699 and 1780; and Yorktown, which in 1781 was the site of the decisive battle of the War for Independence.

James City County operates under a Charter in a manner similar to the traditional or county administrator form of government. The Board of Supervisors is a five-member body representing the five electoral districts in the County: Roberts, Jamestown, Berkeley, Powhatan and Stonehouse. The Chairman and Vice-Chairman of the Board are elected annually by its members. The Board members are elected to staggered four-year terms. This body enacts ordinances, appropriates funds, sets tax rates and establishes policies and generally oversees the operation of the County government. The County Administrator is appointed by, and serves at the pleasure of, the Board of Supervisors. As the Chief Executive Officer of the County, he/she is responsible for developing an annual budget and carrying out policies and laws which are reviewed and approved by the Board. The County Administrator directs business and administrative policies and recommends to the Board those methods, procedures and policies which will properly govern the County.

The James City County Government provides a number of local services to its citizens including but not limited to: County Administration, Community Services, Development Management, Financial and Management Services, Fire, General Services, Human Resources and Police.

In August 2008, the County released an RFP for an *Organizational Effectiveness and Efficiency Study* of identified County departments and services. The RFP requested that consultants provide an implementation plan that includes recommendations for the most effective delivery of government services with projections of potential savings of costs based on the implementation of those recommendations. Specifically, the County's RFP identified the following key study requirements:

- Analyze service levels, workloads and staffing.
- Evaluate programs and services in terms of necessity, efficiency, staffing, funding and responsiveness to citizens needs.
- Identify policies, procedures or other factors that impede productivity and effectiveness.

- Identify other local governments, especially comparable counties in Virginia, as benchmarks or models from which the County can learn.
- Recommend alternatives that will enable the County to deliver services in the most efficient and effective manner possible.
- Project immediate and long term savings in capital and operating costs from implementing recommendations.
- Develop plans to implement recommendations, including timelines, resources and anticipated impediments to implementing recommendations.

The RFP indicated that all work shall be completed so that recommendations can be planned for and incorporated into the FY 2010 through FY 2012 budgets. The time line for completion of the project is four months from the date of award.

## **2. Description of the MFSG Project Team**

The Municipal and Financial Services Group (MFSG) is a specialized management consulting practice that was established in 1976 and was for many years part of the management consulting department of national or regional CPA or engineering firms. MFSG focuses on the financial and management needs of the public sector (general government, public schools, public safety and environmentally related areas such as water, wastewater, stormwater and solid waste utilities) and in the efficient delivery of public sector services. The firm is skilled in performing operational reviews and management audits, comparative analysis and benchmarking and organizational and management studies. MFSG has served clients all along the East Coast and across the nation.

In selecting its project team, MFSG included a complementary blend of functional skills in the areas of management, organization and operations. The team brought to this project has broad industry experience in planning organizations, municipal government, human resources and local government finance.

The Project Officer for this project was Edward J. Donahue, III, CMC, who has 40 years of relevant experience. The project team also consisted of Project Manager Steven Kaii-Ziegler, AICP with 20 years of relevant experience and Michael Maker with five years of relevant experience respectively.

## **3. Project Fundamentals**

At the onset of the project, MFSG established the following project fundamentals to help guide the study:

- Understand the past but focus on present and future needs.
- Understand the myriad of driving forces facing the County.
- Ensure the staff understands our objective is to fit the needs of the County with the correct staffing level and that the study is not a “witch hunt”.
- Recognize that public sector changes are generally more successful if they are evolutionary vs. revolutionary.
- Focus on the “big ticket” items.

- Interview a cross section of James City County employees, appointed and elected officials and users of the County's services.

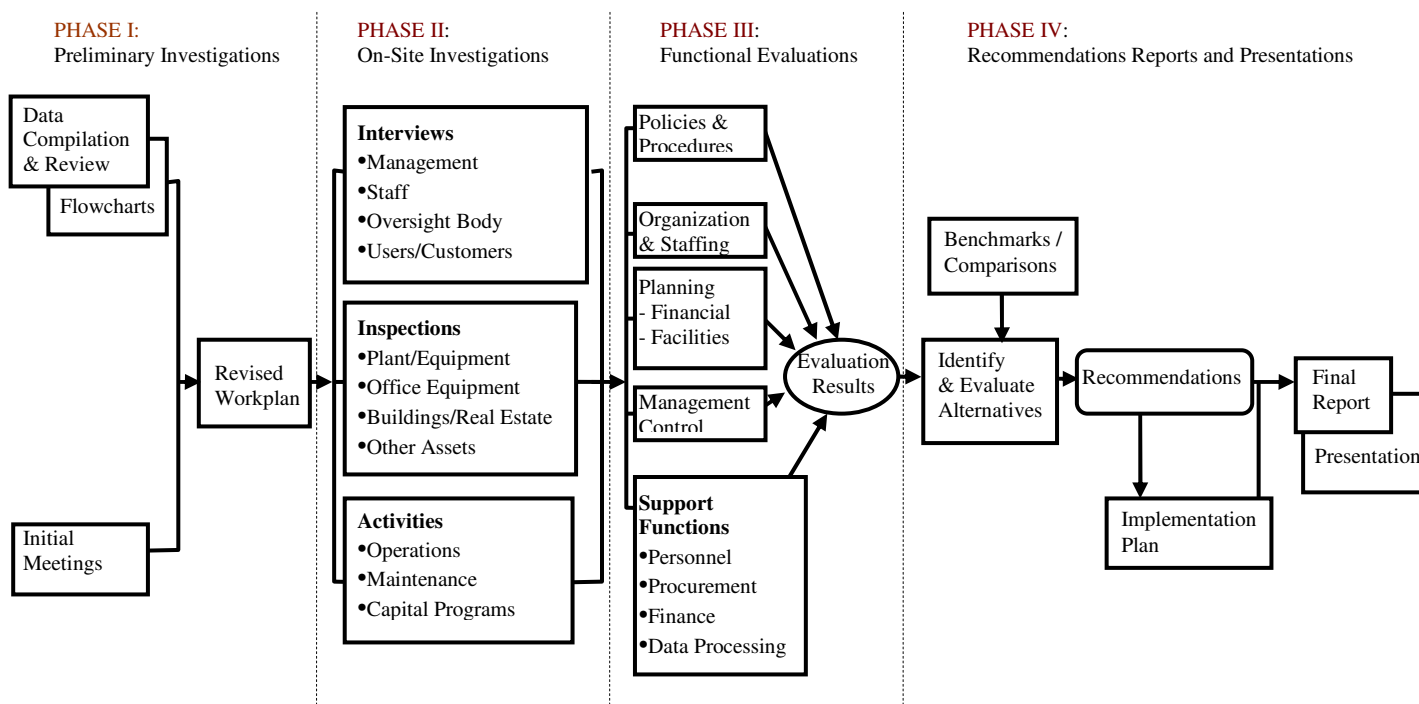
#### 4. Description of the MFSG Project Methodology

Our approach to the *Organizational Effectiveness and Efficiency Study* consisted of four phases encompassing the programs and functional areas included in the scope of the review. While there are issues and concerns that are unique to each agency, function or program that may be examined as part of an operational review, our approach to this evaluation employed a standard methodology which was adapted and modified as necessary to address the particular issues relevant to James City County. MFSG initially divided the project into four phases as follows:

- **Phase I – Preliminary Investigations** – The project team makes initial contact and performs initial investigations to obtain a general understanding of how the organization is organized, how it operates, and how well it performs as evidenced by operating and financial records.
- **Phase II – On-Site Investigations** – The project team performs on-site investigations of the management of the organization and of the daily operation and support functions associated with its operations. Internal and external drivers are identified. On Site Investigations may be consolidated with Phase I-Preliminary Investigations.
- **Phase III – Functional Evaluations** – The project team performs an assessment and evaluation of each of the management, support and operation functions of the organization, identifying potential problem areas within the various functions.
- **Phase IV – Report Preparation** – The project team prepares an analysis report, summarizing the findings of the functional evaluation.

The workplan presented below further outlines our Comprehensive Diagnostic Evaluation (CDE) approach to conducting an operational evaluation. The activities described are part of a systematic review that was originally developed by the USEPA for municipal governments, based on earlier research at Harvard Business School.

### *Exhibit 1 - Schematic Diagram of an Operational Evaluation*



Each of the phases was sub-divided into discrete tasks as part of the project work plan. The key tasks in the study were as follows:

- Task 1: Project Initiation
- Task 2: Data Collection
- Task 3: Develop Work Plan Projections
- Task 4: Interview Stakeholders
- Task 5: Develop Evaluation Criteria
- Task 6: Develop and Evaluate Alternative Organizational Models and Operating Procedures
- Task 7: Develop Conclusions and Recommendations
- Task 8: Develop Report and Presentations

Our work program allowed the project team to assess whether County departments were fulfilling their missions in accordance with adopted County laws and policies and relevant Federal and State regulations. In addition, our assessment provided us with the necessary information to make recommendations as appropriate to address identified problems and concerns and to improve the operations and services delivered by the County. Our assessment was designed to identify for the County those processes and procedures it should have in place to:

- Ensure projects and services are delivered in a professional manner on time and within budget.

- Ensure that completed projects meet a high quality of customer service delivery and all performance objectives.
- Organize project staff and project development processes effectively.
- Provide for reporting mechanisms related to the status of on-going projects.
- Map processes in operating and administrative departments for business process improvement suggestions and future information technology projects.

As a result of the above analysis we committed to the following specific deliverables:

1. A written report outlining findings related to the work undertaken and recommendations based on these findings that will enable the County to deliver services in the most efficient and effective manner possible. These recommendations should consider, but not be limited to, such issues as:
  - a) Changes in methods of service delivery;
  - b) Elimination of services;
  - c) Schedule changes;
  - d) Outsourcing certain services;
  - e) Changes in staffing configurations;
  - f) Use of vehicles for the delivery of services;
  - g) Consolidation or relocation of services;
  - h) Changes in job descriptions;
  - i) Review of annual audit practices;
  - j) Other changes that will provide for more effective utilization of resources.
2. Cost impacts related to the report's recommendations.
3. A proposed schedule (short and long term) and the actions necessary to implement recommendations. The plan will consider and address impediments to implementing the recommendations, measures to address such impediments and alternative recommendations in case such impediments cannot be overcome.
4. Two draft reports to the County: one draft to allow comments; a second draft to obtain written response; Final report to County Administrator and Board of Supervisors; at least two in-person presentations to staff and the Board of Supervisors and citizens.

MFSG initiated work on the project in November 2008. The first site visits and interviews commenced on December 1<sup>st</sup> and were completed by January 5, 2009. Members of the project team made a total of four site visits during the project and have had frequent interaction with James City County staff by email and telephone.



**The project team was greatly impressed by the attitude and helpfulness of the James City County staff. We were also pleased that the Board of Supervisors could take time to meet with MFSG during the project.**

## **5. Interviews and Data Collection**

### *Introduction*

The James City County Board of Supervisors, the County Administrator, the Assistant County Administrator, department managers/division directors, supervisors, managers, and staff and several non-governmental citizen/business stakeholders were interviewed as part of this study by members of the project team. In advance of the interviews, MFSG developed a 45 question “Interview Guide Questionnaire” that was forwarded to each person selected for an interview to complete and return to us for review prior to the actual interview. Approximately fifty percent of the questionnaires were returned prior the scheduled interviews with the remaining fifty percent provided to us by the employee at the interview. The project team developed a standard interview protocol to ensure consistency and completeness during the actual interviews.

At the start of each interview, the study purpose was explained and the interviewee was advised about the uniform procedures and safeguards established by the project team. Interviewees were advised that the interview notes would only be shared among the project team and that it was our intent to keep such notes confidential.

The interviewees were also assured that their comments would not be presented in the report in such a manner that they could be directly attributed to them (unless they subsequently granted approval for us to make such acknowledgment).

MFSG began the actual interviews during the first week of December. Specific interview dates, departments and number of employees interviewed were as follows:

- 12/1/2008-12/3/2008, Development Management (Planning, Environmental, Code Compliance and Zoning): 25 of 49 full-time employees interviewed. General Services (Facilities Management, Capital Projects and Contracts, Grounds Maintenance, Fleet and Equipment, Solid Waste and Recycling and Stormwater): 25 of 71 full-time employees interviewed.
- 12/8/2008-12/10/2008, Police (sworn and non sworn-Investigations, Uniform Patrol and Animal Control): 28 of 102 full-time employees interviewed Fire (Operations, Emergency Management, Emergency Communications, Fire Marshal): 30 of 140 full-time employees interviewed.
- 12/15/2008-12/17/2008, County Administration: two of 2.5 full-time employees interviewed. County Attorney: two of five full-time employees. Economic Development: three of three full-time employees interviewed. Satellite Services: one of three full-time employees interviewed. Board of Supervisors and identified customers/users of JCC services: all five Supervisors and five stakeholders interviewed. Human Resources (Communications, Personnel and Volunteer Services, Training and Quality Performance): five of 14.5 full-time employees. Financial and Management Services (Accounting, Budget, Safety and Risk Management, Information Resource

Management, Purchasing and Real Estate Assessment): 18 of 53 full-time employees interviewed. Community Services (Neighborhood Connections, Parks and Recreation and Cooperative Extension Service): 10 of 63 full-time employees interviewed.

- 12/22/08-1/5/2009, any remaining departments and/or customers/users of JCC services that were not included in previous sessions.

Overall, the project team interviewed approximately 160 employees, all five members of the Board of Supervisors and several stakeholders/users of James City County services. Interview time periods ranged from as little as 20 minutes for some employees to as long as 1 ½ hours for the Board of Supervisors and stakeholders.

The questionnaire generally addressed the following key areas:

- Job experience of the interviewee
- Education/specialized training of the interviewee
- Job responsibilities, productivity measures and the “value-added” nature of the employee’s job tasks
- Identification of three most important activities of the interviewee
- To whom and how the interviewee reports
- Impediments that prevent the interviewee from doing his/her job
- Current/recent changes to interviewee’s workload
- How efficiency and effectiveness of organizations could be improved
- Impact of personnel support system (HR, IT, finance, etc.) on interviewee’s work
- Methods to improve organizational effectiveness
- Effectiveness of supervision, ability to attract new hires and areas for organizational change

### *What We Found*

The overwhelming consensus among the project team for the project was that the James City County government provided very good to excellent quality service to the citizens of the County. Additionally, the County provides quality internal support services (finance, IT, human resources, etc.) to County departments, programs and personnel. The personnel of the County were extremely cooperative and helpful during the course of the study and were neither defensive nor adversarial in their approach to this project.

During our review, we found instances where systems or procedures could be improved at little or no cost, which could provide some modest savings for the County. We found instances where certain current work processes and procedures should be discontinued. We also identified several areas in organizational structure where improvements in efficiency and effectiveness could occur through restructuring.

**We did not identify any system, procedure, business process or organizational structure where major changes are warranted, or where major savings could occur for the County. This is primarily a result of the very high level of efficiency at which the County is operating.**

### *What It Means*

If James City County implements our organizational, staffing and technology recommendations, we anticipate measurable improvements in the effectiveness and efficiency of the County's delivery of services. Our recommended improvements to current practices and systems will also result in modest savings and better organizational control but none of these relatively modest changes will individually produce major short-term savings or improvements.

If all of the suggested quantifiable recommendations identified are implemented, the County would incur an approximate one-time expense of \$65,000 for the purchase and software configuration of 20 laptops. The County could anticipate additional annual expenses of approximately \$285,000 additional staffing and software licenses/mobile access for laptops. However, this is offset by an additional annual savings of roughly \$464,000 for improvements in work processes and elimination of certain contracted services. This results in net projected annual cost savings of about \$179,000. Additional revenue could be realized through any increases in fees or charges as well as the re-implementation of the stormwater fee. A summary of conclusions/recommendations is provided at the end of the report which includes one-time costs, annual costs and annual savings that were able to be quantified.

## **6. James City County's Current Budget Situation**

James City County's healthy revenue situation of FY 2007 and the first part of FY 2008 has declined sharply as a result of a combination of national, state and local economic downturns. The result has been a significant reduction in the source of revenue required to fund necessary services.

As of February 2009, the County has reduced its operating budget to \$166 million for each fiscal year 2009 and 2010. This represents a \$4 million reduction from the adopted \$170 million FY 2009 budget and a \$10 million reduction from the \$176 million fiscal plan for FY 2010.

The revenue shortfalls are attributed to a decrease in tourism dollars, state budget cuts and building revenues (e.g., construction business licenses, building permits, recordation taxes, etc.) as well as the rate of growth of property tax revenue caused by the continuing downturn in the housing market. The federal government has been reducing financial support for a number of programs, including housing and public safety, and federal grants are drying up. At the State level, the 2008 General Assembly, in setting forth the biennium budget for FY 2009/2010, made significant reductions in Aid to Local Governments by eliminating Wine and ABC sales tax pass-through monies, reducing HB599 allocations and cutting other aid by 4.2 percent of their general fund allocations. Contractions to the revenue stream has severely curtailed growth in needed positions, forced the County to "freeze" vacant positions and reduce or slow down capital projects to maintain public facilities. At the budget retreat in January 2008, the Board of Supervisors provided the following financial guidance:

- Maintain the current tax rate of \$0.77 per \$100 of assessed value
- Replace the annual reassessment with a biennial reassessment starting January 1, 2010
- Eliminate fee-based funding for the Stormwater Utility and move the program to the tax base

- Provide a competitive pay raise for employees
- Continue to make public safety a priority
- Become more business friendly
- Provide adequate funding for education

During FY 2009, the Board implemented these policy objectives. While these policy decisions are certainly understandable, they have further constrained the Board's ability to generate additional revenue. The result has been an overall reduction in several sources of revenue which are necessary to support the County's operating and capital budgets.

## **7. Key Findings from the Interviews**

### *James City County is a desirable place of employment*

The vast majority of the interviewees indicated they enjoyed working for James City County. They cited the camaraderie and teamwork within their respective departments and divisions and a high degree of mutual respect for other department employees. Support was also expressed for the leadership of their respective departments, the County Administrator and the Board of Supervisors. The following summarizes several of the more common "themes" cited by the interviewees:

- Employees felt "valued" by County management and elected officials
- Employees were committed to providing quality customer service to their "clients"
- The County's overall salary/benefits package was adequate
- Employees value internal support service (finance, IT, human resources, etc) but wish more resources were dedicated to these areas, with a specific emphasis on IT
- James City County has made itself extremely open/accessible to its citizenry in relation to other Virginia municipalities. This accessibility requires significant allocation of County staff time to maintain

### *James City County staffing has not kept pace with the growing workload*

While not universal amongst all departments, many interviewees expressed a concern that the staffing levels within their department have not been adequate for many years and has been made worse with the current County policy of not filling vacant positions. They also feel that the work load has increased in terms of both quantity and complexity to the point where they are not able to address all the priority needs deserving attention.

### *County Employees are concerned about their future employment*

Several interviewees expressed concern with their long term employment potential with the County as a result of current/future budget constraints. They are unsure about their future, and they expressed a desire for better communication from decision makers as to how the County intends to deal with current/projected budget shortfalls.

### *Gaps have evolved in several areas and with processes, policies and procedures*

In our interviews, we found that overall County staff is knowledgeable and properly motivated. We concurrently identified gaps in several areas and within the existing processes, policies and procedures where improvement can occur. Specific examples are cited in the individual department write-ups. From our interviews, we concluded that these gaps are not attributable to incompetence or indifference, but rather to the existing organizational structure in some departments and the County as a whole and the lack of adequate staffing in several key areas.

### *Some organizational changes are necessary*

MFSG evaluated the James City County organizational structure to determine appropriate hierarchy, reasonable lines of communication, functionality and responsiveness to mission goals and objectives. In addition, key components of our employee questionnaire and follow up interviews were designed to help us analyze the current organizational structure for the County and to consider areas where we felt improvements could be made. While James City County is very well organized in terms of the services it provides, there were several organizational improvements to the existing structure that we identified.

The County's organizational structure does not include a true "Citizen Services" Department that primarily provides general funded citizen services to County residents. The County also has two "free-floating" offices (Satellite Services and Economic Development) that are not included under any of the County's departmental structures. The County's Communication Division is currently located as a unit under Human Resources. The services provided by Communications are oriented primarily to the public and have little connection with Human Resources. Additionally, the Communications Director receives numerous assignments directly from the County Administrator, particularly related to the position's role with local tourism groups.

We evaluated relocating Satellite Services, Economic Development and the Communication Division within the existing Community Services Department. The main problem with that approach was that a newly "enlarged" Community Services Department would now consist of Communications, Satellite Services, Economic Development, Neighborhood Connections, Cooperative Extension Services, Social Services, Housing and Community Development, Colonial Community Corrections and Parks and Recreation Divisions. With at least nine direct reports, several of which are primarily state funded and controlled and with very large staffing/management responsibilities, we determined that an enlarged Community Services Department was not a preferred organizational option.

We determined that the most appropriate organizational structure would be to create a new Citizen Services Department and retain a modified Community Services Department.

The Citizen Services Department would consist of the Communications, Satellite Services, Economic Development, Neighborhood Connections and Cooperative Extension Services Divisions. This option provides a reasonable organizational management structure in which to place the Satellite Services and Economic Development Divisions, thereby removing their "floating" status. It also provides the Communications Division with a better functional organizational fit in terms of reporting responsibilities and core services and Neighborhood

Connections and Cooperative Extension Services (two very small agencies) with an appropriate structure to operate in terms of direct lines of communication with the Communications Division and their historical reporting relations (the previous Community Services Manager who is now the Assistant County Administrator).

The Community Services Department would retain the Social Services, Housing and Community Development, Colonial Community Corrections and Parks and Recreation Divisions. These Divisions have all resided within Community Services for some time so there would be no change in their reporting responsibilities, and this structure would retain agencies that are partially funded by state monies and provide some degree of state services within one organizational umbrella. This approach would also reduce the number of direct reports currently under the Manager of Community Services which will enhance vertical and horizontal communication within the Department.

During our review of the County's Organizational Chart, reporting responsibilities, primary work functions and the employee interviews we questioned the reasoning of having the Stormwater Division operate under the umbrella of General Services. It is clear from our review of County processes and work responsibilities that there exists a significant functional connection between the Stormwater and Environmental Divisions. This functional connection became even more apparent through the employee interview process. Our view is that Stormwater and Environmental should be co-located together and the primary issue was whether they should both be located under General Services or under Development Management. Our evaluation indicated that locating them under Development Management was a better overall fit in that they both have very large functional work responsibilities that are connected to the development review, approval and inspections processes that currently are under the purview of Development Management.

The project team also considered locating Stormwater within the James City Service Authority (JCSA). However, as we have not evaluated JCSA and the fact that the Stormwater Utility Fee was eliminated by the Board of Supervisors, we discontinued this line of thought. This option however does have merits and should be considered for the future.

Overall, we consider these organizational changes to be relatively modest as they change reporting responsibilities for only six divisions which is about 17% of total County departments and divisions. Combined, these affected departments and divisions consist of approximately 5% of the County's total workforce that were evaluated for this study. The following provides a brief summary of our organizational recommendations:

- Create a new Citizen Services Department under the management of the existing Assistant County Administrator. The Department would consist of the following divisions:
  - Communications
  - Satellite Services
  - Economic Development
  - Neighborhood Connections



- Cooperative Extension Services
- Maintain a Community Services Department that would consist of those divisions that are not recommended for inclusion in a new Citizen Services Department. Community Services would consist of the following divisions:
  - Social Services
  - Housing and Community Development
  - Colonial Community Corrections
  - Parks and Recreation
- Move Stormwater from General Services to Development Management as a standalone division reporting to the Development Manager.

### *Responsibilities just keep coming*

Employees feel they have “stepped-up” for James City County on numerous occasions and accepted new responsibilities and projects because they are known to be responsible, high performers. They feel they have been particularly responsive during the last year as the County has found itself unable to fill vacant positions due to the current budget shortfall. Many employees have “thrived” in this environment, but it has become increasingly harder to maintain the current level of commitment and many employees feel increasingly frustrated that there appears to be no end in sight to the work/staffing match-up problem.

### *Reliance on institutional memory is too great*

In our interviews, it quickly became evident that overall the County has relied too heavily upon the institutional memory of its senior staff and managers. This was particularly evident in some departments where there had been significant upper management turnover in recent months. It will also undoubtedly be an issue as the County Administrator moves into retirement, now scheduled for the summer of 2010. Historically, the County has taken a very proactive approach to succession planning and knowledge retention. Succession planning is an issue in every jurisdiction, but our findings indicate that James City County is well prepared in this area. However, with the planned retirement of the County Administrator within the next 18 months and as other senior managers retire in the future, retaining this institutional knowledge is critical. This conclusion was supported by our observations during our time in the department work area.

### *Staffing in some departments is inadequate*

James City County Government provides a number of local services to its citizens including but not limited to: County Administration, Community Services, Development Management, Financial and Management Services, Fire, General Services, Human Resources and Police.

During our interviews, we heard comments from many employees indicating the current staffing level for their respective program is insufficient. During the time period of our interviews (12/1/2008-12/30/2008) there were approximately 40 vacant positions within the County. As of the drafting of this report (2/2009), the number of vacant positions is now approximately 50.

This equates to approximately 9% of the total County workforce. Due to the current budget situation, the County Administrator has imposed a partial “freeze” on the hiring of any new non-public safety and “safety net” social services positions. Additional recommendations will be made in the FY 2010 budget to eliminate many of the frozen positions.

While the size of the “active” County has declined as a result of its inability to fill vacant positions, the overall workload has stayed constant, if not increased. This situation places added stress on a workforce that is being asked to do significantly more with less resources.

#### *Internal communications should be improved*

In reviewing our interview notes, we conclude that efforts should be made to improve internal communications overall throughout the County.

During our interviews, we observed instances where we received differing responses to interview questions that related to employee understanding of internal policies and/or procedures from staff in the same departments on items where there should have been a more consistent understanding. One example that we observed included the use of “productivity” in the Police Department. All Police divisions used modified versions of “productivity” and, with the Patrol Division, we observed varying understandings of the relative importance that “productivity” played in a Patrol Officer’s annual evaluation from the Patrol Officer’s Shift Supervisors and Command Staff.

While we do not believe there is a serious internal communication problem in the County now, this is an area of concern and the issue should be monitored. This issue has also been exacerbated by several recent factors including several new senior management appointments and the fact that the County has been unable to fill approximately 50 vacant positions, thereby adding additional work responsibilities to the remaining work force.

While there are many dynamic communication methods to improve internal communication we believe that regular department staff meetings with follow up divisional/sectional staff meetings would help ensure more uniform understanding among staff.

#### *Concerns with the hiring process were expressed*

Some department managers, division directors or staff expressed concern with the length of time it takes for the County to hire an applicant. Those departments that clearly understood the various steps that Human Resources are required to undergo were less concerned with the length of time. Based on our experience with hiring practices in several other jurisdictions, James City County is able to complete its hiring process for most positions in less time than others we have observed. Several staff within the Fire Department felt that the background check process could be shortened. However, as background checks are handled internally by the Fire Department, it has the ability to evaluate and adjust this process as needed.



## 8. Develop Workload Projections

Using the data collected and summarized above, we attempted to develop projected future workloads for the key departments and services identified in the RFP, taking into account numerous factors such as:

- Increasing demands related to the County's capital improvement plan (CIP) – as the County grows, the size and complexity of project design and construction increases which requires additional support from a large number of County service providers including fire and police, finance, human resources, planning and zoning, building and environmental inspections, etc.
- Increasing demands related to the County's growth – as the County's population increases, there is a corresponding increase in the need for services that support that growth.
- Increasing maintenance needs – presuming a desire for lowest life-cycle cost, this indicated that substantial increases in asset management programs will be required.
- Increasing demands for administrative support – If the departments/service providers identified in the RFP for analysis continue to grow, there is a corresponding increase in the need to provide additional support services to "line" departments/agencies.
- Recent/anticipated regulatory changes relating to GASB #34, GASB #43 and #45 – Other Post Employment Benefits (OPEB) may cause the County to reconsider some of its existing County benefit programs.

Our review indicates that the County can expect to experience constrained operating and capital budgets for at least the next few years. Additionally, the County is currently experiencing a relative reduction in staff in that it has approximately 50 vacant positions that it has decided not to fill due to the current budget shortfall. While we cannot predict the future, in the near term we do not expect a return to "normalcy" in the real estate market which is a primary factor in a jurisdiction's overall work load. A healthy real estate market includes land transfers, building permits, inspections, development applications and an increase in population and corresponding commercial service expansion. All of these factors and attributes have the effect of increasing County demands for service.

We believe that there will continue to be an increasing demand for County services over the next few years, but at a reduced rate of increase from that experienced during peak years. The County has done a masterful job of maintaining a very high quality level of service with significantly less human resources available than previous years. We also do not anticipate significant new County services to be provided in the near future. As such, our view is that while the projected countywide work load will continue to grow, it will grow at a rate substantially less than previous years. Additionally, the County will analyze the fiscal/human resource implications of providing new or expanded services to a much higher degree than in the past.

Our analysis indicates that the County should/will make every effort to provide services within its “fiscal and human resource” limitations and will carefully consider these factors before agreeing to new/expanded service. As such, we believe the County should continue to make every effort to work within the current number of approved positions (funded filled/unfunded vacant) for as long as possible. Emphasis should be placed on the unfunded vacant positions as to whether they need to be filled, transferred to other departments with greater needs or eliminated. We have provided a number of specific recommendations throughout the body of this report regarding the vacant positions. Generally, we believe that the public safety positions (Police and Fire Departments) should be filled as soon as possible, and that serious consideration be made to fill a small number of select vacant positions be considered. Additionally, we believe that serious consideration be made to increase the civilian administrative staffs in both the Fire and Police Departments.

It is anticipated that the County will continue to experience constrained budgets for the next few years which will limit the County’s ability to create/add new positions. It is also anticipated that this factor will influence whether the County has the wherewithal to take on new/expanded services.

## **9. Identification and Evaluation of Alternative Models**

James City County’s current organizational structure and staffing patterns evolved over time and reflect the best judgment of the County as to the deployment of available resources for the workloads faced by the County. As outlined in our proposal, the project study team considered a variety of evaluation criteria including but not limited to customer service, public safety, finances and equipment to employ in evaluating the organizational models for James City County. Based on the information we collected during our interviews and site visits and comparing James City County with other organizations and sound management practices observed during our experience in working for other clients, we have identified organizational models for consideration by the County:

- “As Is” Model –current structure
- “As-Is Enhanced” Model – current structure with some restructuring and the addition of new personnel
- “Functional” Model – significant restructuring of the current organization with emphasis on grouping personnel by functional responsibility

Each of these models is discussed briefly, together with the advantages and disadvantages as we see them.

### ***“As-Is” Model***

The “As-Is” Model, or status quo model, is the base case model for this study. Under this approach, no structural changes (or re-organization) would be made in the County. All reporting relationships and job assignments would remain unchanged.

### Advantages of the “As-Is” Model

The principal advantage of this model is that it does not disrupt the status quo of the organization. It allows all employees to remain within their existing comfort zone and does not introduce new reporting dynamics into the organization.

Another advantage of this model is that it would likely be supported by the staff for the reasons cited above.

### Disadvantages of the “As-Is” Model

The major disadvantage of this model is that nothing would change and the same patterns of the past would continue into the future. While the present organizational structure has been altered several times in recent years with the intent to improve service delivery and to reassign reporting responsibilities, these restructurings have been moderately successful but have not addressed several broader organizational issues that were identified in our evaluation such as assimilation of the small “floating” offices (Satellite Services and Economic Development) into one of the County’s departments. This omission has produced awkward reporting relationships and functional communication challenges.

Another major disadvantage of this model is that it would not necessarily generate the energy and enthusiasm which we believe is possible from implementing the recommendations of this study. We have witnessed many cases where employees have viewed a study of this type as a very positive activity which they believe illustrates the sincere interests of the Board of Supervisors, County Administrator and senior management in improving the functionality and value of County government and the services it provides.

In addition, we believe this model would not achieve a significant improvement in Countywide efficiency and effectiveness in the delivery of services.

### *“As-Is Enhanced” Model*

The “As-Is Enhanced” Model basically consists of a modest reorganization of several county departments and divisions with the intent to improve their functionality and improve lines of reporting and communications. We do not consider this suggested reorganization as radical or a significant departure from the organizational structure now in place; it is evolutionary rather than revolutionary.

The specific organizational movements that would occur would begin with the creation of a new Citizen Services Department under the management of the Assistant County Administrator. The Department would consist of the following divisions: Communications, Satellite Services, Economic Development, Neighborhood Connections and Cooperative Extension Services.

Community Services would be retained as an organization but would consist of those divisions that are not recommended for inclusion in a new Citizen Services Department. Community Services would consist of the following divisions: Social Services, Housing and Community Development, Colonial Community Corrections and Parks and Recreation.

Last, Stormwater would be transferred from General Services to Development Management as a standalone division reporting to the Development Manager.

The “As-Is-Enhanced” model would appear as follows:

- Development Management
  - Planning and Zoning
  - Code Compliance
  - Environmental
  - Stormwater
- General Services
  - Facilities Management
  - Capital Projects and Contracts
  - Grounds Maintenance
  - Fleet and Equipment
  - Solid Waste and Recycling
- Human Resources
  - Personnel and Volunteer Services
  - Training and Quality Performance
- Financial and Management Services
  - Information Resources Management
  - Real Estate Assessments
  - Purchasing
  - Accounting
  - Risk Management/Safety
- Citizen Services
  - Neighborhood Connections
  - Communications
  - Cooperative Extension Service
  - Satellite Services
  - Economic Development
- Community Services
  - Social Services
  - Housing and Community Development
  - Colonial Community Corrections
  - Parks and Recreation
- Police
  - Investigations
  - Uniform Patrol

- Community/Administrative Services
- Animal Control
- Fire
  - Operations
  - Emergency Management
  - Emergency Communications
  - Fire Marshal
- County Administration
- County Attorney

### Advantages of “As-Is Enhanced” Model

The key advantage of this model is that it responds to the evolving needs of the County. In addition, it improves functionality, enhances reporting responsibilities and improves lines of communication. We believe this structure also has the potential to improve project and program management in the affected departments/divisions.

### Disadvantages of the “As-Is Enhanced” Model

Disadvantages to the “As-Is-Enhanced” Model are that it does not necessarily organize all County departments/divisions into their most “functional” organizational structure. This approach could entail combining the Police and Fire Departments into a new Public Safety Department or moving of what remains of the Human Resources Department into Financial and Management Services. Because the “As-Is-Enhanced” Model does reorganize the county organizational structure, those department/division employees affected may experience changes in reporting responsibilities which has the potential to leave some employees feeling frustrated.

### *“Functional” Model*

We considered a “Functional” Model in which the James City County departments identified for evaluation in this study would be materially restructured, and key changes would be made in the current reporting relationships. The project team considered a variety of different organizational structures based on their “functionality” and determined that the model shown below reflects a degree of functionality that is practical and implementable. As this example is offered for illustrative purposes, we did not include a detailed write-up justifying the placement of each department/division within the overall structure or the creation of any new or “lacking” departments/divisions. We elected not to include other permutations in this report as the variations are endless. We believe this model provides changes that are simply too radical for serious consideration at this time as they would require major changes to reporting relationships, may be costly to implement and do not necessarily improve County effectiveness and efficiency in the delivery of services.

Under the “Functional” Model, County departments could be reorganized into key functional areas and could appear as follows:

- Board of Supervisors
- County Administration
- County Attorney
- Development Management
  - Planning and Zoning
  - Code Compliance
  - Environmental
  - Economic Development
  - Stormwater (Note: Alternative location could be under JCSA)
- General Services
  - Facilities Management
  - Capital Projects and Contracts
  - Grounds Maintenance
  - Fleet and Equipment
  - Solid Waste and Recycling
- Financial and Management Services
  - Information Resources Management
  - Real Estate Assessments
  - Purchasing
  - Accounting
  - Risk Management/Safety
  - Human Resources
  - Personnel and Volunteer services
  - Training and Quality Performance
- Community and Citizen Services
  - Neighborhood Connections
  - Parks and Recreation
  - Communications
  - Social Services
  - Housing and Community Development
  - Cooperative Extension Service
  - Colonial Community Corrections
  - Satellite Services
- Public Safety
  - Police
    - Investigations
    - Uniform Patrol
    - Community/Administrative Services

- Animal Control
- Fire
  - Operations
  - Emergency Management
  - Emergency Communications
  - Fire Marshal

#### Advantages of the “Functional” Model

There are certain advantages of the “Functional” Model that are worthy of consideration. First, the model clearly consolidates County departments into their most functional configuration. This approach also centralizes the County’s command structure thereby creating a defined chain of command, facilitates improvements in vertical and horizontal communication and reduces the number of direct reports under the County Administrator

#### Disadvantages of the “Functional” Model

A disadvantage of the “Functional” Model is that it is more revolutionary than evolutionary. We believe this approach would create significant personnel issues with senior managers as reporting relations would be significantly changed. Some degree of relocation of departments/services to coincide with new reporting responsibilities will be costly to implement and not necessarily improve functionality, communication and the delivery of services beyond what the County is doing today. This approach would also require a significant public education effort to ensure that citizens were properly notified of the County’s structural reorganization.

### III. JAMES CITY COUNTY DEPARTMENT EVALUATIONS

#### *Departments*

This section of our report includes a summary of the core functions for each of the departments/agencies that we evaluated, FY 2009 staffing and approved/proposed budgets, project team documents and records review, interview observations, findings and recommendations. Our recommendations include cost savings where they can be qualified. Likewise, we quantify estimates of potential cost increases relating to our recommendations where possible. Report organization involves an evaluation of each of the following departments (including management) and their sub-units/divisions where appropriate. We break out our analysis of the various departments and their subunits/divisions as follows:

1. Development Management
  - 1A. Planning and Zoning
  - 1B. Code Compliance
  - 1C. Environmental
2. General Services
  - 2A. Facilities Management
  - 2B. Capital Projects and Contracts
  - 2C. Grounds Maintenance
  - 2D. Fleet and Equipment
  - 2E. Solid Waste and Recycling
  - 2F. Stormwater
3. Human Resources
  - 3A. Communications
  - 3B. Training and Quality Performance
4. Financial and Management Services
  - 4A. Information Resources Management
  - 4B. Real Estate Assessments
  - 4C. Purchasing
  - 4D. Accounting
  - 4E. Risk Management/Safety
5. Community Services
  - 5A. Neighborhood Connections
  - 5B. Parks and Recreation
6. Police
  - 6A. Investigations
  - 6B. Uniform Patrol
  - 6C. Community/Administrative Services
  - 6D. Animal Control



7. Fire
  - 7A. Operations (Fire and Emergency Medical Services)
  - 7B. Emergency Management
  - 7C. Emergency Communications
  - 7D. Fire Marshal
8. County Administrator
9. County Attorney
10. Economic Development
11. Satellite Services
12. Board of Supervisors
13. Citizen Stakeholders

### ***Documents and Records Review***

The project team invested significant time in reviewing various documents and records to ensure a complete understanding of the functioning of James City County and its various departments and divisions. Among the documents reviewed were the following:

- Strategic plans, mission statements, long-term plans, etc.
- Organizational charts
- Maintenance records
- Equipment lists
- Policy and procedure manuals
- Current staffing plans
- Job descriptions
- Succession plans
- Financial reports (budgets, financial statements, etc.)
- Historical workload statistics
- Financial software
- Audit management letters
- Training records
- Customer services records
- Workforce profile (age/normal retirement dates, experience, education, compensation, work-related accident records, workmen's compensation claims, etc.)
- Prior studies dealing with the same or similar subjects
- Minutes of department/division-related Board of Supervisor meetings
- James City County's comprehensive plan (or similar documentation of expected growth in the County)
- Current capital improvement plan (CIP)
- Current operating budget

- County Charter
- Operating plans for County Administration, Community Services, Development Management, Financial and Management Services, Fire, General Services, Human Resources and Police Departments
- All documents provided on the County's *SharePoint* site
- The County's website

Document and records review was extensive and provided the project team with the necessary information to understand the organizational structure, departmental missions and objectives, staffing, budgets, services provided and basic statistical data. The County was able to provide a wealth of information, which was made available to the project team via e-mail, postal delivery and most importantly the *SharePoint* site the County specifically created for this project. The Document and records review phase of our evaluation provided the project team with sufficient background information to move into the interview phase.

During the Interview Phase, the project team interviewed approximately 160 employees, all five members of the Board of Supervisors and several stakeholders/users of James City County services. Interview time periods ranged from 20 minutes for some employees to 1 ½ hours for the Board of Supervisors and stakeholders.

The project team found the County's staff, elected and appointed officials and citizen stakeholders who participated in the interviews to be very open and cooperative, knowledgeable and interested in the process. The individual departments were responsible for distributing the employee questionnaires, scheduling individual interviews and finding appropriate meeting space. The vast majority of individual departments did an exceptional job in coordinating these activities, and their efforts were greatly assisted the process.

## **1. Development Management**

The Development Management Department is the organizational “umbrella” for the Planning, Zoning, Environment and Code Compliance Divisions. The Department's mission is “To assist in the creation and achievement of community goals and visions; to manage the related development activities in a way that focuses towards the achievement of those goals and visions”. Core objectives of the Department include:

1. Coordinate and manage growth in a way that will allow future generations to live in and enjoy the natural and manmade environment of James City County.
2. Coordinate the necessary resources to allow the department's divisions to achieve their goals.
3. Achieve the Comprehensive Plans goals for Green space preservation within the County.
4. Enhance customer service in the delivery of Development Management services.

Staffing for Development Management for FY 2009 includes 2.5 full-time positions and an operating budget of \$296,521. Staffing for the entire Development Management Department (Development Management, Planning, Zoning, Code Compliance and Environment) for FY 2009 includes 49 full-time positions and 2 part-time positions and an annual operating budget of \$4,223,127

Interviews for Development Management (Planning and Zoning, Environmental, Code Compliance) occurred from 12/1/2008-12/3/2008 and included 25 of 49 full-time employees within the overall Department.

Two employees were interviewed (Development Manager and Development Management Assistant) which constitutes all of the Development Management Administration staff.

### *Findings*

In many ways, we found Development Management to be the most difficult of all County Departments to evaluate. This is primarily due to the recent changes in departmental senior management. In the last four months, the Manager of Development Management switched positions with the Manager of General Services, the Assistant County Administrator (who directed Code Compliance and Zoning) and Planning Director retired and several additional staff members received promotions to both acting and permanent positions. It now appears that the vast majority of these organizational changes have been completed and Development Management can now proceed with providing services in an orderly manner. Our observations indicate the following:

- The Development Management Department's organizational structure is now fairly typical for other similar growth management agencies. Shortly before the commencement of this study, the County moved zoning and code compliance back into Development Management. While the project team understood why zoning and code compliance had been separated out before, our position is that it created significant organizational structure problems. We therefore commend the County's decision to consolidate these two divisions back into Development Management. Responsibility levels of managers/supervisors are also fairly typical of planning and zoning, environmental and codes compliance departments. This organizational structure is well suited for James City County and should be effective for years to come.
- During the time period of our interviews, the Development Manager had only been in his new position for one month and several other subordinate supervisors were in positions with an "acting" capacity. As result, it is simply premature to properly evaluate the management skills/approach of the Development Manager properly. We have observed that he has begun make what appears to be reasonable personnel appointments and adjustments in a time sensitive manner. He has also begun to institute several new and more innovative approaches within the Department such as developing the departmental "Report Card".
- The Development Manager possesses the proper mix of education, knowledge and management experience. Given time to grow into his new position together with appropriate policy guidance from the Board of Supervisors and the Planning Commission, we believe that he has the potential to be a successful Manager for years to come.

- Based on our interviews with the Planning Commission Chairman and Board of Supervisors and our own observations, it appears the Planning Commission has become more of an activist Board in recent years. This is not necessarily a good or bad thing. Our main concern is that there appears to be differing opinions as to the Planning Commission's "role" and "degree of authority" by which it should operate. This issue appears to be most evident with the Planning Commission's review of development applications. We have found this issue to be fairly common in several other county governments with which we are familiar. As the Development Manager is the primary conduit between the Planning Commission and the Board of Supervisors, the Development Manager can play a critical role in maintaining appropriate lines of communication between the Planning Commission and the Board of Supervisors.
- Our interviews indicate that staff is somewhat unclear as to certain priorities, procedures and general departmental information of which everyone should be aware. Again the project team attributes this to the relative newness of the Development Manager and his management team.
- Development Management lacks appropriate space to "house" all of its constituent parts. Planning and Zoning and Code Compliance are located in one structure that is currently too small for their needs. The Environmental Division is currently co-located in a different structure with the James City Service Authority.

### *Conclusions/Recommendations*

- Give the Development Manager and his recent appointments "time" to grow into their respective positions.
- Set up a "Growth Management Summit" between the Planning Commission, Board of Supervisors, County Attorney, County Administrator and Development Manager and senior staff to insure that elected officials, appointed officials and their staff understand their various growth management responsibilities, their relative authority to take action and to provide a vehicle for idea sharing between all parties. Our position is that the Development Manager can/should be the focal point between the Board of Supervisors, Planning Commission and Development Management staff. Continue with these "Growth Management Summits" every six months. Note: During this meeting, the County Attorney should provide each party with their respective legislative (state or local) authority.
- Continue identified efforts for improving the development review processes through efforts already underway (i.e., text amendments, policy documents, staff reports, the developers' round table, etc). This will involve a significant dedication of time and coordination with the Planning Commission and Board of Supervisors.
- Develop an "employee training program" for the relatively large number of junior staff in Planning and Zoning.

- Resolve the status of any remaining “acting” employees as soon as possible. Employees in an acting capacity typically do not fully take “ownership” of their position. They tend not to take full responsibility, defer and avoid making decisions and often not fully respected by subordinates.
- Institute regular staff meetings with the whole Department and require subordinate managers to hold regular staff meeting as well.
- Work with the County Administrator to develop a Strategic Facilities Plan for County departments.

## **1A. Planning and Zoning**

The Planning and Zoning Division is responsible for improving the quality of life by developing and recommending growth management strategies, encouraging aesthetically pleasing development, and ensuring our community grows through sound development practices. The Divisions are responsible for processing and reviewing rezonings, special use permits variances, site plans and subdivisions. They are also responsible for long-range planning, including special studies, as well as developing, enforcing, and updating the County's Comprehensive Plan, and the Subdivision and Zoning Ordinance. Core objectives for Planning and Zoning include:

1. Continue implementing programs and strategies of the Comprehensive Plan.
2. Ensure effective citizen participation and quality customer service.
3. Continue implementing the strategies identified in the County's Strategic Plan.
4. Provide for the effective and efficient review of proposals.
5. Support the informational needs of internal and external agencies for programs related to the efficient planning of the County.

Staffing for Planning and Zoning for FY 2009 includes 19.5 full-time positions and an operating budget of \$1,471,681.

Eight employees were interviewed (Acting Assistant Development Manager/Planning Director, Principal Planner, Acting Principal Planner, Senior Planner, Senior Landscape Planner, Proffer Administrator, Senior Zoning Officer and Administrative Services Coordinator).

## ***Findings***

- Our observations, subsequently confirmed through interviews indicate that Planning and Zoning has experienced some difficulty in recent years retaining qualified experienced staff and to a lesser degree attracting new staff. Potential reasons for this include significant turnover in senior management and the perception that James City County's wage/benefits package was somewhat un-competitive.
- Planning Staff has a number of very junior inexperienced planning staff. The most significant issue with this situation is that senior managers will need to spend more than the usual amount of time training the more junior staff.

- The Division of Planning and Zoning has made itself very accessible to the general public. Staff has expressed concern with their ability to maintain the “expected” degree of “openness” with general public. Our view is that the Division has traditionally expended tremendous resources making information and staff available to the general public. The effort is very time consuming and labor intensive. With the County unable to fill vacant positions, maintaining the traditional level of service has required a proportionally larger percentage of the work force than before.
- Divisional cohesion and continuity has suffered to a certain degree within Planning and Zoning as a result of the recent senior management changes. The project team believes this is natural given the circumstances and expects the situation will improve with time.
- Concern was expressed with the overall number of staff promoted to “acting” capacity and that it took too long to attain permanent status.
- Our interviews indicate that generally, staff is concerned with internal communication. Staff is struggling how best to understand, anticipate and support the new management team and their companion management approaches and philosophy.
- Our observations and interviews indicate that Planning and Zoning staff receive directions from several non-Development Management/Planning and Zoning sources.
- Staff expressed a desire to develop a Planning and Zoning “customer service/satisfaction” survey form for the public to use. It is our understanding that the issue of developing a Planning and Zoning “customer service/satisfaction” survey form for the public to use has been addressed through the creation of a Department “Report Card”.

### ***Conclusions/Recommendations***

- Give the Planning Director/Assistant Development Manager “time” to grow into his position. This will resolve continuity issues within the division.
- Ensure all directions or assignments are issued directly through the Development Manager or Director of Planning and Zoning. We realize this is more easily said than done, but using a proper chain of command to deliver assignments is crucial for an organization’s ability to function properly.
- Initiate divisional staff meetings and request departmental staff meetings if they are not occurring frequently enough.
- Move quickly to resolve “acting capacity” status of employees as soon as possible.

## **1B. Code Compliance**

Code Compliance is responsible for the administration and enforcement of the Virginia Uniform Statewide Building Code. This includes the review and the issuance of building permits and conducting the required building inspections. Applications for such permits can be made to the

Code Compliance Division or at Satellite Services. The main Division objective is to assure the safety of new construction in the County by administering and enforcing the provisions of the Uniform Statewide Building Code.

Staffing for the Codes Compliance Division for FY 2009 includes 12 full-time positions and 2 part-time positions and an operating budget of \$1,279,542.

Eight employees were interviewed (Code Compliance Director, Plans Examiner, Chief Building Inspector, Senior Building and Electrical Inspectors, Mechanical/Plumbing Inspector, Sr. Permit Technician and Administrative services Coordinator).

### *Findings*

- The Division website needs more frequent updating.
- Codes Compliance is made up of many seasoned, long term employees. Many questioned the need for two employee evaluations to be performed annually. Most felt that they required an excessive amount of time that could be utilized on core tasks. Many felt one would be sufficient.
- The project team observed that while the Planning, Zoning and Environmental Divisions all utilize the *CaseTrak* system to allow the public/development community to track the status of development applications, this system is not currently available to Code Compliance. The public and development community can track the status of development applications through the approval process, but they cannot use *CaseTrak* to check/monitor the status of the permitting process for those same projects. During the interviews, several staff indicated they had requested implementation of the *CaseTrak* system, but as yet this has not occurred. It is our understanding that the HMS software, and not *CaseTrak*, used by the other divisions within Development Management has the ability to provide more detailed information pertaining to inspections.
- Our review of the employee questionnaires and follow up interviews indicate that those Inspectors in the field do not have access to laptops or PDA's to access permit/inspection information or to write their reports. Instead, they must call back into the office to request data/information from office administrative staff. During site visits, inspectors typically prepare "hand written" notes of their findings. These notes are then brought back into the Codes Compliance office where administrative staff re-type them for finalization. Significant duplication of effort and lost productivity is a result of the continued use of these inefficient practices.
- Our conservative estimate is that the Division's inspectors are spending approximately one hour per work day on their cell phones with office administrative staff for assistance (e.g., individual permit inspection schedules, conditions of approval, other agency comments and basic property information). One building codes inspector has temporarily been reassigned to the Stormwater Division. With up to eight inspectors in the field on any given day, and four office administrative staff assisting these inspectors (as well as other staff as needed), we estimate that within the Division 16 total hours (8 in the field



and 8 in the office) per work day is spent on this matter between all parties involved. When projected for a full year, this equates to approximately 4,160 FTE (full-time equivalent) hours (16 hours per day X 5 days = 80 hrs per week X 52 weeks = 4,160 FTE hours). This equates to roughly two FTEs annually. From a cost stand point, we estimate the average lower level inspector's salary to be approximately \$35,000 with an additional 30% in benefits/cost included for an annual cost of \$45,500 per FTE. We estimate the average salary of a Senior Permit Technician to be \$29,000 with an additional 30% in benefits/cost included for an annual cost of \$38,000 per FTE. Total annual cost is approximately \$83,500 to operate in this inefficient manner. We believe there is a significant opportunity to improve inspection efficiency and effectiveness in a manner that also reduces costs.

### ***Conclusions/Recommendations***

- Implement more frequent updates to the Division's website. It is our understanding that the Division updates its own website internally, and as such has the ability to update the website as often as it chooses or when staff is available.
- Consider more flexibility in the number of annual evaluation performed. We have included this issue in the list of potential "process improvement" study areas in the conclusions/recommendations section for Human Resources.
- Implement HMS software for Code Compliance. It is our understanding that the HMS software, and not *CaseTrak*, has the ability to provide more detailed information pertaining to inspections. Since Code Compliance has been brought back under the Development Management "umbrella", there is an opportunity to address this inconsistency.
- Purchase new/utilize existing laptops with web capability for all inspectors in the field. It is unclear whether there actually are existing laptops that could be used for this purpose. Assuming that new laptops would need to be purchased, we assume a unit cost of roughly \$2,000 along with \$1,250 in software development/configuration. There would also be an estimated \$600 (\$50 per month) in annual remote access costs per unit. Purchasing eight laptops would require a one-time investment/cost of \$26,000 and an annual recurring cost of \$4,800.

### **1C. Environmental**

The mission of the Division is "To protect the air, land, riparian, soil, waterway and wetland resources of the County by sound application of established environmental-related ordinances and programs". This is accomplished by effective plan of development review, compliance monitoring, active enforcement, watershed planning, public education and proactive exploration, observation, documentation and inventory of the natural resources of the County. Key objectives for the Division include:

1. Protect the County's natural water resources through enforcement of erosion and sediment control practices and stormwater management controls.



2. Provide effective management of wetlands and other environmental resources.

Staffing for the Environmental Division for FY 2009 includes 15 full-time positions and an operating budget of \$1,175,383.

Seven employees were interviewed (Environmental Division Director, Watershed Planner, Environmental/Compliance Specialist, Environmental Inspections Supervisor, Environmental Inspector II, Chief Engineer and Civil Engineer II.

### *Findings*

- During the interviews, several employees questioned the need for two employee evaluations to be performed annually. Several felt that they required an excessive amount of time that could be utilized on core tasks. Many felt one would be sufficient.
- Our observations and interviews indicate that Environmental staff receives directions from several non-Development Management or Environmental Division sources.
- Our review of the employee questionnaires and follow up interviews indicate that Environmental Inspectors in the field do not have access to laptops or PDA's to access permit/inspection information or to write their reports. Instead, they must call back into the office to request data/information from office administrative staff. They also hand write their reports in the field and then have office administrative staff formally type them up. This is a very similar situation to what is occurring in Codes Compliance although to a somewhat lesser degree.
- Our conservative estimate is that the Division's inspectors are spending approximately one half hour per work day on their cell phones with office administrative staff for assistance. One environmental inspector has temporarily been reassigned to the Stormwater Division. With up to five inspectors in the field on any given day, and two office administrative staff assisting these inspectors (as well as other staff as needed), we estimate that within the Division five total hours per work day is spent in this manner between all parties involved. When calculated out over a full year, this equates to approximately 1,300 FTE hours (5 hours per day X 5 days = 25 hours per week X 52 weeks = 1,300 FTE hours) which accounts for 0.625 FTE annually. From a cost stand point we estimate an average lower level inspector's salary of approximately \$35,000 with an additional 30% in benefits/cost included for an annual cost of \$45,500 per FTE. We estimate the average salary of an Engineering Assistant to be \$32,000 with an additional 30% in benefits/cost included for an annual cost of \$41,600 per FTE. Total annual prorated cost is approximately \$27,000 to operate in this inefficient manner. We believe there is a significant opportunity to improve inspection efficiency and effectiveness in a manner that also reduces costs.
- Division staff indicated insufficient office space exists to physically locate the entire Division in one central location. Currently, the Division shares a structure with the James City Service Authority. There are instances where more than four Environmental employees are assigned to an area equivalent to a normal office. Additionally, at least

one employee is physically located in the structure occupied by Planning and Zoning and Codes Compliance.

### ***Conclusions/Recommendations***

- Consider more flexibility in the number of annual evaluations performed. We have including this issue in the list of potential “process improvement” study areas in the conclusions/recommendations section of our write up for Human Resources.
- Ensure all directions or assignments are issued directly through the Development Manager or Environmental Director. We realize this is more easily said than done, but using a proper chain of command to deliver assignments is crucial for an organization’s ability to function properly.
- Purchase new/utilize existing laptops with web capability for all inspectors in the field. It is unclear whether there actually are existing laptops that could be used for this purpose. Assuming that new laptops would need to be purchased, we assume a unit cost of roughly \$2,000 along with \$1,250 in software development/configuration. There would also be an estimated \$600 (\$50 per month) in annual remote access costs per unit. Purchasing seven laptops would require a one-time investment/cost of \$22,750 and an annual recurring cost of \$4,200.

## **2. General Services**

The General Services Department is charged with the maintenance of the County’s facilities and grounds as well as the operation of the fleet maintenance, solid waste and recycling and stormwater programs. According to the Department’s website, the mission statement of General Services is to “Provide services to James City County's citizens and departments in maintaining their assets, and providing project management oversight in an effective and efficient manner”. The Department is composed of the following divisions:

- Facilities Management
- Capital Projects and Contracts
- Grounds Maintenance
- Fleet and Equipment
- Solid Waste and Recycling
- Stormwater

Staffing for General Services Administration for FY 2009 includes 6.5 full-time budgeted positions. There is a County Engineer position that is shared by General Services and Stormwater. The Administrative operating budget for FY 2009 is \$1,129,380. Staffing for the entire General Services Department includes 71 full-time and 9 part-time positions and the operating budget for FY 2009 is \$7,795,843. This includes 1 full-time position and an operating budget of \$101,391 for Mosquito Control.

Interviews for General Services were undertaken to determine the management, administrative and working procedures and practices employed by the Department. The interviews occurred on

12/2/2008 and 12/3/2008 and included 25 of the 71 full-time and 9 part-time employees within the overall Department.

The following employees within General Services Administration were interviewed: General Services Manager, Operations Administrator, Administrative Services Coordinator and Senior Office Assistant.

### ***Findings***

- Many divisions within General Services use a work order system for management, tracking and closing out of work orders. The Department uses the software package *Datastream MP2* for this and other functions. However, the software has many capabilities including maintenance of and tracking of equipment, inventory, labor, purchasing reporting, work request and work orders that could be utilized to a greater extent. This system has helped with the work order system that has evolved over time (e.g., work orders that used to be hand written can now be printed out). Currently, work orders are created, printed, maintained and closed by administrative staff. Work order related tasks and paperwork are often duplicated by technicians and administrative staff.
- While some performance measures exist for the Department, they can be expanded, and new measures can be undertaken. Department managers stressed the need for tracking energy related performance measures such as utility usage and carbon emissions.
- It was expressed that the same work orders were being revisited due to the work not being sufficiently completed or lower quality parts being used.
- While some written procedures have been documented, these can be expanded upon and additional processes and procedures can be drafted to further knowledge transfer.

### ***Conclusions/Recommendations***

- Utilize the *MP2* software and its modules to a greater extent (monitoring of work flow, asset management, etc.).
- Evaluate implementation of an online/web-based work order system (using *MP2* capabilities if available) for management and tracking of work being performed and completed. Consider enabling lead technicians in the field (e.g., HVAC, Electrical, Building Maintenance, Custodial) to close out work orders for their staff and themselves. It was mentioned that lead technicians have laptops. They could use this technology to close out work orders from the field. This will also save time spent on work order processing by administrative staff.
- Provide training or written procedures on how to utilize software system to its fullest extent (e.g., report generation, work order tracking and asset management) by administrative staff.

- Expand existing and implement additional performance measurements. Monitor countywide energy usage (lighting, greenhouse gases, etc.) to further the County’s effort to “go green”, help identify waste and replace inefficient energy sources. Conduct an energy audit of the County’s usage patterns and evaluate the cost and energy savings of such measures as installing LED lighting and light sensors and converting to alternative power sources for vehicles.
- Track the quality of work completed and the time it takes to complete work performed. Measure the number of times it takes to get the same work order completed. Provide internal customers with a simple satisfaction survey asking them to rate the quality of the job performed. The General Services Report Card may already measure many of these customer satisfaction metrics. Evaluate the decision between quality vs. cost when pricing materials and equipment when undertaking preventative maintenance.
- Continue to improve upon documentation of written procedures and processes to facilitate knowledge transfer and ensure work is completed in an efficient manner. Set clear objectives (when possible) for work orders in terms of how long the job should take and what resources are required to get the job done.

## **2A. Facilities Management**

The Facilities Management Division maintains heating, ventilation, and air conditioning (HVAC) and electrical systems as well as overseeing building maintenance and custodial services for County facilities. The Division’s objective as outlined in the County budget is to “Maintain buildings in a manner reflecting the pride of the community that provides safe, pleasant work areas for citizens, visitors and employees”.

Staffing for Facilities Management for FY 2009 includes 19 full-time and 6 part-time budgeted positions. There is also about 3,000 hours budgeted for on-call employment. The Division’s FY 2009 operating budget is \$2,270,592.

The following employees within Facilities Management were interviewed: Facilities Management Superintendent, HVAC Lead, Electrical Lead, Building Maintenance Lead, Lead Custodian and Custodial Coordinator (Recreation Center).

## ***Findings***

- The Plumber position is vacant. Technicians (HVAC, Electrical and Building Maintenance) have been helping to alleviate the backlog of work orders through cross-training and working on maintenance issues that are not their core technical expertise.
- Some maintenance work has been outsourced due to lack of resources/staffing.
- The Division has made progress in tracking of inventory and required resources. It was observed that bottlenecks were occurring with not having the correct parts in stock or parts being needed for outdated equipment. The Division has created a spreadsheet for tracking parts and model numbers that are currently installed/in use by the County.

### ***Conclusions/Recommendations***

- Continue to provide cross-training to Facilities Management technicians to alleviate any backlogs that may arise and accommodate for unexpected absences.
- After the work backlog has been eradicated, have maintenance technicians perform work that would normally be outsourced.
- Continue to track available resources and inventory of parts in use throughout the County to better perform preventative maintenance. If capable, modules within the *MP2* software already in use by General Services may prove to be more dynamic and comprehensive than a spreadsheet for asset tracking.
- Add a storage area or small warehouse to store parts that are used frequently (to avoid having to visit stores multiple times per day) or cannot be acquired relatively quickly (to avoid not being able to complete a work order in a timely manner). This need can also be met by designating space in an existing facility to warehouse commonly used parts. This space can easily be framed out with “wire walls” used to keep it reasonably secure.

### **2B. Capital Projects and Contracts**

The Capital Projects and Contracts Division coordinates projects within the County’s 5-year Capital Improvement Program (CIP) and manages contracts for construction and other projects undertaken by the County. Project coordination includes design, planning, budgeting and construction.

Staffing and budget information for the Capital Projects and Contracts Division is included in the General Services Administration above.

Within Capital Projects and Contracts, the Contract Administrator and CIP Coordinator were interviewed.

### ***Findings***

- There are currently no performance measures pertaining to term contracts between the County and its vendors. The Division is working with the Purchasing Division in coordination of County contracts.
- Management of documents (site plans, specs, permits, safeguard information, etc.) pertaining to the design and construction of capital projects could be improved.
- While the School Division was not included for review in the scope of services, it was communicated that the County and Division could work more cooperatively on capital related services such as design, construction and the amount of work performed internally as opposed to externally.

## ***Conclusions/Recommendations***

- Develop performance measures for tracking term contracts. Invite competitive bids for contracted services from time to time to ensure the County is receiving quality service at an affordable cost. The Division should continue to work with the Purchasing Division in tracking contract details such as scope of service and budget.
- Budget capital projects to maximize sustainability and energy efficiency. Evaluate costs and benefits of developing and constructing sustainable or LEED (Leadership in Energy and Environmental Design) certified buildings.
- Track and retain project documentation related to capital projects more efficiently for future use and retrieval. A monthly status report should be generated for all current projects summarizing information on budget and schedule.
- Create design and construction standards and procedures for County projects to ensure quality assurance/quality control.
- Evaluate ways in which the County can utilize the internal resources and expertise it currently possesses for applying support services to capital projects before outsourcing or using non-expert personnel.

## **2C. Grounds Maintenance**

The Grounds Maintenance Division is responsible for the preservation of the parks and grounds for the County and Williamsburg-James City County schools. The Division's objectives as outlined in the County's budget are as follows:

1. Grounds Maintenance - Maintain public grounds in a quality, timely manner reflecting the pride of the community in its schools, facilities and roadways that provides a safe, pleasant environment for employees, citizens and visitors.
2. Parks Maintenance - Maintain and improve parks and athletic facilities to provide a safe, pleasant environment for citizens' outdoor activities and optimum conditions for participants and spectators at all sports events.

Staffing for Grounds Maintenance for FY 2009 includes 21 full-time and 1 part-time budgeted positions. There is also 500 hours budgeted for seasonal employment. The Division's FY 2009 operating budget is \$1,213,049.

Within Grounds Maintenance, the Grounds Maintenance Superintendent and a Grounds Maintenance Crew leader were interviewed.

## ***Findings***

- The Division is spending roughly \$115,000 per year on contracting services grounds maintenance.

- It was communicated that staffing resources are low. The Division is short 2.5 full-time equivalents. There are currently 14 school sites (with two more being built) and only 8 staff assigned to them. According to Division staff, there should be one staff person per school site. The Division now maintains an additional 160 acres with the opening of two new schools, James City County Stadium and multi-purpose fields.
- During our interviews with the Department of Recreation and Parks, they expressed concern with the division's ability to maintain park property to park and recreation standards and within scheduling deadlines.

### ***Conclusions/Recommendations***

- Eliminate the \$115,000 spent on contracting services and hire the cost equivalent (or less) in staff to perform these tasks. Our analyses indicate that the division could fill two Groundskeeper I positions for much less than the \$115,000 currently being spent on the same tasks. We estimate replacing the two vacant Groundskeeper I positions will cost approximately \$57,000. This action would at least partially address concerns raised by recreation and Parks staff.
- Require groundskeepers to provide notification to their customer when work has been completed. If the work completed is after-hours and notification cannot be given, provide a point of contact for the customer to reach if he/she has any concerns.

## **2D. Fleet and Equipment**

The Fleet and Equipment Division is in charge of the maintenance and repair of all County owned and other agency vehicles and equipment. This includes over 400 County department vehicles such as civilian cars, trucks, trailers, boats, police cars, fire trucks, ambulances as well as about 400 pieces of "small engine" equipment such as lawnmowers, chippers and generators. The Division also operates five refueling stations located throughout the County. The objective of the Division is to "Provide timely and quality vehicle maintenance services to vehicles operated in support of the activities of County departments and related public agencies".

FY 2009 staffing for Fleet and Equipment includes 8 full-time budgeted positions and the FY 2009 operating budget is \$845,293.

The following employees within Fleet and Equipment were interviewed: Fleet and Equipment Administrator, Auto Inventory Specialist, Shop Foreman and Master Auto Mechanic.

### ***Findings***

- In FY 2008, the County added nine hybrid vehicles and six E85 "Flex Fuel" vehicles. Currently, 16% of the County's vehicle fleet consists of alternative energy vehicle.
- The Division now handles the repairs of 400 small engine parts as well. This results in 30% more parts transactions. Time and resources are lacking for performing inventory. On occasion, parts are not received in a timely manner.



- The Division is short a Mechanic and Shop Foreman. The Lead Mechanic position is currently being rotated amongst mechanics. The Mechanic I is now doing administrative work.
- Concerns were raised over the lack of a career ladder and insufficient training. Performance evaluations were noted as not very helpful by some who stated that all employees receive the same raise regardless of the performance evaluation.
- The intranet system goes offline from time to time. When this occurs, support services are lost and employees are not able to enter timesheet information or perform inventory searches. Since the General Services facilities are not located near IT staff, this requires General Service's staff to have to call IT phone support, resulting in a loss in productivity.

### ***Conclusions/Recommendations***

- Using the established vehicle replacement schedule, the County should continue to evaluate the replacement of vehicles that have met the end of their useful lives with alternative energy vehicles.
- Using the asset management module in MP2 maintained by the department, track and evaluate the cost and labor it takes to go through work order process and repair small engine parts vs. replacing them with new models. As with Facilities Management, keep commonly used parts and parts that take a long time to be delivered in stock.
- Maintain and monitor warranty information for vehicles and equipment to determine if repair or replacement can be performed by the manufacturer before doing so in-house.
- Track the quality of work completed and the time it takes to complete work performed. Track customer complaints when work is not performed as requested. Make sure work requested is clearly understood when work order is processed. Document written guidelines on how long it should take to complete certain types of work and measure whether or not jobs are being completed within budget and on time.
- Select a Lead Mechanic or Shop Foreman. Put Mechanic I back on small engines maintenance and hire administrative employee.
- Evaluate the costs savings that could be realized by having outsourced work (that the County has the skill set and equipment resources to complete) performed by Division staff.
- Establish clear guidelines for promotion with specific steps along pay scale. Tie promotion to specific achievements such as ASE (Automotive Service Excellence) certification/ training attained. This can be accomplished through the development of a "Career Ladder" system appropriate for the division's skill sets and certifications.



- Investigate the cause of intranet failures. Evaluate the cost effectiveness of upgrading the network infrastructure for the facilities on Tewning Road vs. lost productivity.

## **2E. Solid Waste and Recycling**

The Solid Waste and Recycling Division operates and maintains three convenience centers located throughout the County (Jolly Pond Road, Tewning Road and Toano) for residential recycling and trash disposal. The Division also runs such programs as curbside recycling, leaf collection, household chemical collection and Christmas tree recycling. The Division has three objectives outlined as follows:

1. Provide convenient, controlled solid waste collection for refuse and recyclables to County residents not served by curbside collection.
2. Ensure closed landfill complies with State and Federal Regulations.
3. Maintain County's household recycling program.

Staffing for Solid Waste and Recycling for FY 2009 includes 7 full-time and 2 part-time budgeted positions. There is also 720 hours budgeted for on-call employment. The Division's FY 2009 operating budget is \$1,447,774.

The following employees within Solid Waste and Recycling were interviewed: Solid Waste Superintendent, Environmental Coordinator and a Convenience Center Attendant.

### ***Findings***

- The Division currently uses brush disposed at convenience centers as mulch for landscaping throughout the County.
- The need for the replacement of various equipment and parts was stressed. The Division has a new knuckle boom that does not have a tarp for securing loads. There was concern that this was a safety hazard. The tarp of the other knuckle boom tarp is also worn. Two 40 yard containers are past their useful lives and have begun to fail.
- The Division charges customers for coupon books redeemable for dropping off various wastes at convenience center locations.

### ***Conclusions/Recommendations***

- Explore additional interdepartmental and energy saving measures that will help the County.
- Replace any parts or equipment that pose as potential safety hazards. Coordinating with the Department using asset management software, track and evaluate the need for replacing equipment and parts in terms of such factors as useful life, criticality, probability of failure, consequence of failure and what strategies may be employed.

- Evaluate/increase charges for convenience center coupon books and future curbside collection services to ensure full cost recovery.
- Encourage increased volunteer participation by citizens to join the James City County Clean County Commission.

## **2F. Stormwater**

The Stormwater Division was created in 2007 and is responsible for ensuring the proper collection and management of stormwater within the County while complying with Federal, State and local regulations. Primary responsibilities of the Division include ensuring that the County adheres to the requirements of Virginia's MS4 (municipal separate storm water sewer system) permit and overseeing BMP (Best Management Practices) construction inspections and maintenance. As outlined in the County's budget, objectives of the Division are as follows:

1. To ensure that the collection of stormwater runoff and control of stormwater adequately protects the health, safety and welfare of the citizens;
2. To restore streams degraded by stormwater runoff from development, in accordance with the adopted watershed management plans;
3. To repair the increasing number of problem stormwater pipes, inlets, ponds and other facilities installed within the community; and
4. To address environmental issues affecting stormwater infrastructure requirements and comply federal, state and local stormwater regulations.

Staffing for Stormwater for FY 2009 includes 8.5 full-time budgeted positions. As mentioned earlier, the County Engineer position is shared with General Services. The Division's FY 2009 operating budget is \$788,364.

The following employees within Stormwater were interviewed: Stormwater Director, County Engineer, Senior Stormwater Engineer and a Stormwater Inspector.

## ***Findings***

- While the Stormwater Division does not provide the same services as the Environmental Division in the Development Management Department, certain services and needed resources are related. Responsibilities for both divisions include plan review, permitting, inspection and enforcement pertaining to various ordinances, codes and permit requirements. Drainage improvements, water quality and flood management programs could be better coordinated with both divisions reporting to the same Department Manager.
- A great deal of work was undertaken to calculate a stormwater service fee. The Board of Supervisors has decided not to implement the fee, and the fee has now been eliminated. This has resulted in rather major changes and has introduced uncertainty with respect to funding and staffing. Budget estimates show that this results in a loss of over \$2 million.

- The Division is supposed to have four inspectors, two of which are currently frozen. While there may be a need to permanently fill the two frozen positions in the future, the County has temporarily assigned the duties of the positions to building and environmental inspectors. These reassignments may help alleviate the 20 year backlog of drainage infrastructure issues that currently exists.
- There is no Engineering Department/Division within the County. The County Engineer's time is currently split 50% between Stormwater and General Services.
- Inspectors do not have adequate technology while in the field to efficiently communicate and carry out their responsibilities. Our conservative estimate is that four inspectors within the Division are spending approximately one half hour per work day on their cell phones with office administrative staff for assistance. With four inspectors (permanent and temporary) in the field on any given day, and two office administrative staff assisting these inspectors (as well as other staff as needed), we estimate that within the Division four total hours per work day is spent in this manner between all parties involved. When calculated out over a full year, this equates to approximately 1,040 FTE hours (4 hours per day X 5 days = 20 hours per week X 52 weeks = 1,040 FTE hours) which accounts for 0.50 FTEs annually. From a cost stand point we estimate an average lower level inspector's salary of approximately \$35,000 with an additional 30% in benefits/cost included for an annual cost of \$45,500 per FTE. We estimate the average salary of an Assistant to be \$32,000 with an additional 30% in benefits/cost included for an annual cost of \$41,600 per FTE. Total annual prorated cost is approximately \$22,000 to operate in this inefficient manner. We believe there is a significant opportunity to improve inspection efficiency and effectiveness in a manner that also reduces costs.
- It was stated that performance measures within the Division could be expanded to include issues pertaining to private street plans, projects and inspections.

### ***Conclusions/Recommendations***

- Move the Stormwater Division in its entirety under Development Management as a standalone division. The Stormwater Division Director would report directly to the Development Manager. Due to immediate space limitations, we suggest that the Stormwater Division remain in its present physical location.
- Reconsider full/partial implementation of the Stormwater Utility Fee. During Reconsideration, previous effort should be examined, problems identified and adjustment made where appropriate. The revenue generated from the fee would provide adequate staffing and resources within the Division to carry out its core responsibilities.
- Provide inspectors with the technology necessary to efficiently perform their jobs, whether it is laptops or other mobiles devices that will allow access to such tools as forms, permit data, email and calendars. Purchase new/utilize existing laptops with web capability for all inspectors in the field. We assume a unit cost of roughly \$2,000 along with \$1,250 in software development/configuration. There would also be an estimated \$600 (\$50 per month) in annual remote access costs per unit. Purchasing five laptops

would require a one-time investment/cost of \$16,250 and an annual recurring cost of \$3,000.

- Add performance measures such as the number of plans reviewed for private streets issues and the number of private street projects administered.

### **3. Human Resources**

The James City County Department of Human Resources is responsible for the administration of employee benefits, recruitment and selection, wage and salary administration, affirmative action, payroll processing, training, employee counseling and assistance, and support to the Board of Supervisors and management. Support employees and citizens in providing quality service to the community. Key Department objectives include:

1. Ensure a positive, productive work environment that reflects the County's values.
2. Work in partnership with departments to attract and select a well-qualified diverse work force.
3. Reduce turnover costs through improved retention.

Staffing for the Human Resources Division for FY 2009 includes 5 full-time positions and an operating budget of \$537,690. Staffing for the entire Human Resources Department includes 14.5 full-time positions and 1 part-time position, and the operating budget for FY 2009 is \$1,367,379.

Five employees were interviewed (Human Resource Manager, two Senior Human Resource Specialists, Human Resource Coordinator and Human Resource Specialist 1).

### ***Findings***

- Overall, the Department of Human Resources is made up of knowledgeable, capable, service-oriented staff. The Department plays a very significant role in developing the overall Countywide annual operating budgets.
- The Department has recently been involved in the installation and implementation of a new HRIS system. They continue to fine tune the system in order to maximize its potential. Overall, the Department is enthused about the potential for the new system, although it has been labor intensive to install.
- Management believes that departmental efficiency will be improved with the implementation of the new web-based HR/Payroll software. Implementation will allow HR staff significantly increased access to data and the ability to retrieve it more efficiently. Timekeeping, recruitment and hiring processes, performance management and benefit enrollments have the potential to become less paper intensive. It is anticipated that any time freed can be used analyzing the data in better support of decision making. It will also be a big improvement for the Department's customers who right now have no access to HR information and will eventually have access to lots of

information from their own computers including the ability to write reports from the database.

- The Department is also re-emphasizing process improvement. Staff has been “modeling” it with a team to improve the HR process of "filling a vacancy." Additionally, staff is forging a closer relationship with Information Resources Management to work together on process improvements and communications.

### ***Conclusions/Recommendations***

- Continue efforts to implement the new HRIS system and new web-based HR/Payroll software.
- As part of the Department’s ongoing “process improvements” efforts, establish a series of HR focus areas for discussion with interested County parties to analyze process issues and jointly work towards identifying and implementing improvements. Areas that could immediately be considered include the County’s recruitment and hiring process, centralizing aspects of public information, twice annual employee evaluation requirement, cross training efforts and programs, development of more customized career ladder programs and grants administration and management.
- Continue to support the Office of Training and Quality Performance’s efforts to improve the County’s Succession Planning and Knowledge Retention program and enhance cross training efforts.

### **3A. Communications**

The Communications Division is the public information office for James City County. The office produces news releases and organizes special events that inform and involve citizens. Communications also manages the Community Video Center and the production of cable programs for the County's Government Access Channel JCC TV48. The department serves as the franchise monitor of Cox Communications, produces the James City County's Annual Progress Report and the citizen newsletter "FYI". The Mission is to engage citizens in their government by providing accurate and timely information that promotes citizen understanding. Core Communication objectives include:

1. Make government more accessible by providing live/taped broadcasts of public meetings.
2. Disseminate information through publications and other mediums to better inform and educate citizens.
3. Support Greater Williamsburg Area-wide tourism efforts that promote and encourage tourism and visitation.

Staffing for the Communications Division for FY 2009 includes 6.5 full-time positions and an operating budget of \$559,100.

Three employees were interviewed (Communications Director, Communications Specialist II and Chief Video Engineer).

## *Findings*

- Our review indicates that the County is "decentralized" in its public information efforts. Communications does not act as the "clearing-house" for County public information as many departments have assigned public information duties to their own staff. The current, very decentralized approach is administered inconsistently from one department to another, requires extensive internal reviews and approvals from multiple parties prior to release of public information and even then the final product contain real content errors. This arrangement has advantages for the media since they have access to the entire County staff. The disadvantages are instances when press releases or public information that contain inaccuracies, flaws or errors are issued to the public with little or no review by communications staff. Communications staff does not believe they have sufficient staff to thoroughly review all material before it goes out to press. Our view is that the County should move towards centralizing several key components of the development, review and approval of public information content.
- Several County departments have staff assigned public information duties (JCSA, Parks and Recreation Police, Fire, Neighborhood Connections, etc.). Most are not full-time public information professionals. They promote their own services and programs whereas the communications office concentrates on larger County messages.
- Our review indicates that many departments have developed fairly elaborate review and approval processes to insure that prior to release of publications, news releases and videos, everyone in the formal chain of command reviews, comments and signs off. This approach is clearly intended to improve the quality of the material released to the public, but has the undesired side effect of significantly slowing down the timely release of material.
- There are 6.5 Communications employees working in three separate physical locations. The distance inhibits staff communication, synergy and direct supervision.
- In reviewing the overall organizational structure of the Human Resource Department, we have considered whether the Communications Division is properly placed. The Division is physically located in three separate locations. The main mission of Communications is oriented to providing the public with County information. The Communications Director also receives numerous assignments directly from the County Administrator.

## *Conclusions/Recommendations*

- Implement steps to centralize several key components of the development, review and approval of public information content. We recommend that Communications with input from the various departments develop several "format templates" for departments to utilize as they develop content. This will ensure that a degree of commonality is achieved in the release of public documents. Formatting, use of pictures/logo, type-setting length of material, etc. could all be standardized to insure that the content that was released to the public "looked" as though it came from one government.

- Develop an operational plan to reduce the number of people and reviews each department would use in their own internal review and approval process. One final review would then occur with Communications to insure that the correct formatting template was being used and to review for significant errors in content. This last review by Communications would need to occur in a very timely manner.
- Continue to utilize the skills, knowledge and talents of the various departments staff assigned to public information duties (JCSA, Parks and Recreation Police, Fire, Neighborhood Connections, etc.) under the more centralized approach described above. These individuals provide a great service to the County and their contribution has helped reduce the need for additional Communications staff.
- Consistent with the two recommendations above and as part of the Department's ongoing "process improvements" efforts, bring forward for discussion the issue of "Centralizing Public Information" with interested County parties to analyze process issues and jointly work towards identifying and implementing improvements.
- Relocate the Communications Division in its entirety into a new Citizen Services Department. The Division would remain in its present configuration as a separate Division and would report to the Assistant County Administrator.

### **3B. Training and Quality Performance**

The Office of Training and Quality Performance assists the County in providing quality services to citizens by: guiding the County's strategic management planning process, providing leadership development and County-wide training for employees implementing the County's Succession Management Planning. The Division utilizes a performance improvement philosophy, productivity analysis methods, and problem solving tools and techniques to assist the organization with providing quality services to customers. Core Division objectives include:

1. Provide skills-based training and a professional development program to enable employees to meet current and future job needs.
2. Provide personnel and productivity tools and options to help employees make optimal decisions.

Staffing for the Training and Quality Performance Division for FY 2009 includes 3 full-time positions and 1 part-time position and an operating budget of \$270,580

Two employees were interviewed (Human Resource Coordinator and Human Resource Specialist I).

### ***Findings***

- The Division has indicated a need to expand the County's existing cross training program. This is especially true today as a result of diminished staffing levels and an aging work force.



- Succession Planning and Knowledge Retention has become very much valued in the County and a program is currently managed through the Office of Training and Quality Performance. While much has been accomplished in this area, more can be done. This is especially true now with the County Administrators pending retirement, the search for a replacement and the County's efforts to maintain core mission service with 50 vacant positions.

### ***Conclusion/Recommendations***

- Continue to support and expand the County's succession planning and knowledge retention program. Consider development of state wide programs to mentor other local governments on this issue. The County's efforts in Succession Planning and Knowledge Retention are extensive and our view is this experience should be shared more outside the County.
- Continue efforts to enhance the County's cross training program.
- Consistent with the two recommendations above and as part of the Department's ongoing "process improvement" efforts, present the issue of "cross training efforts and programs" for discussion with interested County parties to analyze process issues and jointly work towards identifying and implementing improvements.

## **4. Financial and Management Services**

The Department of Financial and Management Services (FMS) is responsible for preparing the County's operating and capital improvements budgets, as well as performing financial analyses for County departments and programs. FMS is composed of the following divisions:

- Information Resources Management
- Real Estate Assessments
- Purchasing
- Accounting
- Risk Management/Safety

The objectives of the overall Department are as follows:

1. Provide adequate financial information to Departments and Board of Supervisors in order to allow and encourage informed decisions
2. To develop and manage annual budgets
3. To oversee risk management, safety, wellness, and insurance programs
4. To provide mail and courier service for operating departments.

Staffing for Financial and Management Services Administration for FY 2009 includes 7 full-time budgeted positions. This includes the Risk Management/Safety Division. There are also 300 hours budgeted for on-call employment. The Administrative operating budget for FY 2009 is



\$923,621. Staffing for all divisions within the Financial and Management Services Department includes 53 full-time positions and the operating budget for FY 2009 is \$4,434,454.

Interviews for Financial and Management Services were undertaken to determine the management, administrative and working procedures and practices employed by the Department. The interviews took place from 12/15/2008 to 12/17/2008 and included 18 of the 53 full-time employees within the overall Department.

Within the Financial and Management Services Administration the Financial and Management Services Manager, the Assistant Financial and Management Services Manager and Senior Administrative Services Coordinator were interviewed.

### ***Findings***

- Two constitutional offices within the County provide financial data to FMS: the Commissioner of Revenue and the Treasurer. As these offices have different reporting responsibilities, their priorities are different from those of the Financial and Management Services Department. As such, communication issues do arise and the necessary transmittal of necessary financial data does not always occur within the Departments desired timeframes.
- The County does not currently have an internal auditing function for assessing the inner workings of County departments.
- A desire for additional cross training within the Department was expressed.

### ***Conclusions/Recommendations***

- Perform an organizational and operational analysis of the Commissioner of Revenue's Office and Treasurer's Office to improve coordination of data between these two offices and FMS.
- Within the next three years, consider adding an Internal Auditor position within FMS to analyze the County's business processes and procedures.
- Create a plan for cross training employees within Financial and Management Services to motivate staff and allow them to experience other positions that may be of interest to them.
- Continue to document processes and procedures to alleviate transfer of institutional knowledge of retiring Departmental employees.

## **4A. Information Resources Management**

Information Resources Management enables James City County departments and agencies to better serve County customers through technology, communication and business solutions. The Division consists of the following sections: Information Technology, Publications Management,

Records Management and Telecommunications Management as well as web services. Information Technology provides technical support and programming capabilities to help County departments work more effectively. This includes hardware and software assistance for County employees as well as the implementation of special programming projects to help departments operate more efficiently. Publications Management creates quality documentation for County departments and serves as the repository of all official County documents. Records Management maintains and preserves County documents and ensures their efficient and reliable retrieval. Telecommunications Management provides and ensures quality telecommunication services for County departments. Web services include the design, maintenance and management of the County's website.

Objectives of each section as outlined in the County's budget are as follows:

- Information Technology - Continue development of distributed data processing at major County service centers providing for more effective use of information resources through networks, on-site computers, software and employees trained in its use. Furnish distributed and central computing services, on both the client and the server sides, in the most cost-effective manner
- Publications Management - To continue to improve service levels to user departments and agencies by providing quality documents in a specified time frame
- Records Management - To maintain vital County records to help departments implement effective and economical records management
- Telecommunications Management - Support improvements in James City County internal communications and telecommunications service to citizens

Staffing for Information Resources Management for FY 2009 includes 21 full-time budgeted positions and 1 part-time budgeted position. The Division's FY 2009 operating budget is \$2,073,878.

The following positions within Information Resources Management were interviewed: Director of Information Resources Management, Information Technology Administrator, a Programmer/Analyst, a Microcomputer Specialist, Supervisor of Publications Management and Records and Imaging Administrator.

### *Findings*

- Staff and budget constraints within the County are causing departments to look to technology for cost and efficiency savings.
- The Department has a three page backlog of outstanding projects that continues to grow. Staffing and time constraints within the Division hinder the implementation of these projects and the efficient and productive operation of many County departments.

- The majority of the IT projects developed for County departments require the integration of programming and web/networking capabilities. The Programmer/Analyst positions and the Web-related positions are currently in separate organizational units.
- The County currently does not have an advanced disaster recovery and backup plan. Tape backups of data are the primary source of recovery.
- Performance measures tracked by the Division are rather high level and could be improved upon.
- The scanning of Board of Supervisor meeting documents by both the Board secretary and the Publications Management unit was recognized as redundant.
- The scanning of large files (development plans, blueprints, etc.) within Records Management is difficult. The unit is beginning to have developers send these plans electronically to alleviate the burden of having to scan them internally or send them out for scanning.
- The Records Management unit receives numerous FOIA (Freedom of Information Act) requests for which the unit must respond to within three to five days.
- A lack of space exists for storing documents within Records Management. Currently, boxes of documents are stacked and placed under desks in both Records Management's office and other County department offices (Code Compliance, Real Estate, Planning, etc.).

### ***Conclusions/Recommendations***

- Continue to look for ways in which Information Technology can improve the services provided to customers, both internal and external.
- Continue to focus on providing online services such as e-payment and database access to internal and external customers. By providing services on the intranet for internal customers and on the website for external customers, less stress will be placed on departments.
- Hire another programmer/analyst to help alleviate the backlog of outstanding programming projects. Assignment of more resources towards development of additional technology improvements aids the County in improving effectiveness and efficiency in its delivery of services. The cost (salary/benefits) to hire an additional programmer/analyst position is approximately \$82,500.
- Move the currently standalone Web Interaction Designer and Web Master to the Internet Technology unit so collaboration between web development and software programming can be further promoted.

- Develop an IT master plan/governance program to ensure the goals of IT and the Board of Supervisors are in alignment. Prioritize these goals and implement those that are recognized as essential to carrying out the core services of the County.
- Develop a comprehensive data backup and disaster recovery plan for County data sites. Provide for redundancy of servers and hard drives and safeguard against data loss for critical information for such departments as Public Safety.
- Provide more detail on workload indicators within all units of the Division. For Internet Technology, track the complexity and length of projects completed as opposed to just the number of projects completed. For Publications Management, track time spent on creation of fillable forms and scanning documents.
- Continue efforts by IRM to eliminate the redundancy of uploading Board meeting documents by the Board secretary and Publication Management by assigning this responsibility only to Publications Management.
- Continue to encourage the electronic submittal of documents that are already electronic or not easily scannable.
- Provide web access to scanned or FOIA requested documents when possible to alleviate the gathering of information by staff.
- Provide a central location and storage holding area for storing documents waiting to be sent to offsite storage.

#### **4B. Real Estate Assessments**

The Real Estate Assessments Division is responsible for assessing real property with the County and maintaining records of property ownership information in adherence with State and local law. The Division assesses real estate within the County on an annual basis. The Division also maintains Geographic Information System (GIS) databases and maps. The objectives of the Division as outlined in the County's budget are as follows:

1. Conduct annual assessment of all parcels in the County that is equitable, meets requirements for appraising all property at 100 percent of Fair Market Value and mandated by the State.
2. Update and maintain accurate information on all parcels of County property to assist the appraisal process and provide other County offices and the public with timely information.
3. To provide the County and the public with up to date maps and associated Geographical Information System (GIS) data and maintains the on-line property information site.

Staffing for the Real Estate Assessments Division for FY 2009 includes 13 full-time budgeted positions. The Division's FY 2009 operating budget is \$972,696.

The following employees within the Real Estate Assessments Division were interviewed: Director of Real Estate Assessments, a Senior Real Estate Appraiser, Real Estate Information Specialist and GIS Supervisor.

### ***Findings***

- The Division uses computer assisted mass appraisal software (CAMA) called *Proval* and tax billing software called *EGTS* (Enhanced Government Tax Software). These are currently two separate systems in which the Division is working with IT to try to integrate. Currently data from one system must be exported and imported into the other system.
- The County has altered the cycle dates used to assess taxable property. Assessments were on a fiscal year cycle. Currently, assessments are on calendar year cycle with billing continuing to take place on a fiscal year basis. Assessment data is obtained on January 1 as opposed to July 1 so that tax rate assessments can be observed before setting tax rates in May. With tax assessments taking place in July, the cycle matched that of the fiscal budget
- A meeting was held with Planning, Code Compliance and Records Management on the issue of obtaining correct address information. Another meeting is being planned. The Division provides addressing and parcel ids to code compliance. There are a number of issues with the current system of house numbering/addressing including building permit applications being submitted on the wrong parcel and house numbering information being entered on a parcel when it only had preliminary approval. Correcting this issue would require an ordinance change. The Division's process is dependent on receiving information and input from other agencies. Code Compliance provides building and permit data and notification of certificate of occupancy. There have been issues in the past with the timeliness of this information, although much progress has been made. There still remains the potential for a parcel to be "unlocatable" when parcel ID numbers do not exist, are incorrect or not entered correctly.
- While economic growth has slowed, the number of parcels increases by about 500 per year within the County. The Division has two vacant positions: the Deputy Director, who left to take a position as Director in Hampton, and a GIS position. For this reason, two vehicles within the Division have been taken out of service.
- While some departments within the County may be employing the GIS (geographic information system) unit of the Real Estate Division for various purposes, others are not. GIS can be used for such purposes as facility and resource management, environmental impact analysis, land use planning and emergency management planning.

### ***Conclusions/Recommendations***

- Continue efforts to integrate the appraisal and billing software to eliminate redundancy of data entry.

- Work with IT on continuing to put real estate and assessment data on the website for external customers to access to alleviate office visits.
- Evaluate assessing and billing properties on a fiscal year cycle to synchronize the assessment value with the billed value and avoid confusion by County property owners.
- Continue to work with other divisions on address/house numbering information. Standardize and implement a checks and balances process for entering property information into databases used by several divisions.
- Consider hiring interns from local colleges or universities to help with the workload created from the two position vacancies.
- Educate other departments within the County of the capabilities and features available through the County's GIS.

#### **4C. Purchasing**

The Purchasing Division is responsible for all procurement activity for the County. The Division assists with the cost effective purchase of quality goods and services for County departments and ensures that providing these goods and services is done in a fair and equitable manner and complies with State and local laws. Outlined in the County's budget, the objectives of the Division are as follows:

1. Continue maintenance and refinement of procedures to reduce processing time for purchasing requests and thereby obtain the items needed more quickly.
2. Prepare bid and proposal packets for supplies, materials, equipment, services in the Operating and CIP budgets consistent with available funding and with time requirements of County Departments.
3. Provide information, revised policies and procedures governing the operation of centralized purchasing system to enhance efficiency of procurement process to promote timely and proper purchases.

Staffing for Purchasing for FY 2009 includes 3 full-time budgeted positions. The Division's FY 2009 operating budget is \$271,649.

Within Purchasing, the Purchasing/Management Services Director was interviewed.

#### ***Findings***

- Performance measures tracked by the Division include purchase orders issued, percent of requisitions received via automated system, percent of total transactions paid via purchasing card and number of solicitations issued.
- The Division is compiling a spreadsheet as a centralized location detailing the annual contractual needs for each department within the County.

- Realizing discounts for paying contractors/vendors within a specified time is a simple means of reducing expenses for the County.
- A concern was raised over the lack of specialization of performance reviews.

### ***Conclusions/Recommendations***

- Provide more detail on performance metrics on purchasing and procurement activities to better evaluate transactions, contracts, vendors and the bidding process (number of bids/proposals received, amounts awarded, length of proposal process, etc.)
- Continue to consolidate the recurring needs of County departments in a detailed file.
- Ensure purchasing incentives are taken advantage of such as vendors that allow acceptance of electronic payments or provide discounts for early payment.
- Work with Human Resources to modify the current compensation plan to allow for the potential of additional bonuses/incentives. Any additional bonus/incentive would be tied to specific criteria/benchmarks that would be included in an employee's performance evaluation.

## **4D. Accounting**

The Accounting Division is responsible for the reporting and maintenance of the County's financial information. The Division is under the general supervision of the Assistant Manager of Financial and Management Services and provides financial services such as payroll and accounts payable. The Division also provides fiscal agent services to several external agencies including James City Service Authority, Virginia Peninsula Regional Jail, Middle Peninsula Juvenile Detention Commission, Olde Towne Medical Center, Williamsburg Regional Library, Economic Development Authority and Williamsburg Area Transit Authority (WATA). The Division's objectives include:

1. Provide financial information that customers want in the clearest manner possible.
2. Provide timely and quality information in a cost-effective manner that meets customer needs.
3. Develop/distribute all financial reports required by law, by granting agencies and for management purposes by user departments.
4. Manage disbursements in a way that treats funds with fiduciary care, while promptly and accurately disbursing money to vendors.

Staffing for the Accounting Division for FY 2009 includes 9 full-time budgeted positions. The Division's FY 2009 operating budget is \$192,610. This is after accounting for \$355,942 in revenue from fiscal agent services.

The following employees within Accounting were interviewed: Accounting Director, Senior Accountant/Payroll Supervisor and Accountant II/Accounts Payable Supervisor.



## ***Findings***

- The Division provides a valuable financial service to several agencies that they cannot cost effectively perform for themselves. The Division has different agreements and charges varying fees (no fee for some) to each of the agencies for which fiscal agent services are provided.
- The Division works with local colleges and universities in hiring interns for course credit.
- Division staff expressed a desire for the potential of allowing individual departments to maintain and submit budget data electronically into a central budgeting database.
- The Division is making efforts to reduce duplication by of efforts in several areas such as uploading data as opposed to “re-inputting” it into the retirement vendor’s system and making electronic payments as opposed to issuing checks.
- The proper management grants and adherence to grant requirements is vital for securing revenue that would otherwise come out of the general fund. Gathering of information for grant requirements from other departments can be cumbersome.

## ***Conclusions/Recommendations***

- Evaluate the workload and fees charges to each of the agents for which the Division provides fiscal agent services to ensure adequate cost recovery.
- Continue to hire college interns and encourage other departments to do so as well as it is a cost effective manner of managing workloads given the current budget environment. Consider developing an intern recruitment program for all departments within the County.
- Consider the development of a central budgeting database for use by individual departments/divisions. While the new HR/payroll system will improve payroll/timekeeping capabilities for County departments/division, it does not provide budgeting functionalities.
- Evaluate other activities within the Division that will reduce redundancies and allow the County to provide cost effective services to both internal and external customers.
- Stress the importance of the revenue obtained through grants to County departments. Educate department management on the importance of maintaining compliance with grant deadlines and requirements for budget planning and that if the funds are not utilized that year then the grant may not be awarded the next year.

## ***4E. Risk Management/Safety***

The Risk Management/Safety Division is responsible for evaluating and maintaining insurance needs and coverage for the County as well as assessing the safety of County operations and



procedures. Activities pertaining to risk management include property and casualty insurance coverage maintenance and coordination of insurance claims. Activities pertaining to safety include risk and hazard evaluation, safety training and accident investigation for County departments.

Staffing and budget information for the Risk Management/Safety Division is included in the Financial and Management Services Administration above.

Within the Risk Management/Safety Division, the Risk Management Director was interviewed.

### ***Findings***

- The County has several forms of insurance (auto, liability, property, etc.) maintained by the Division.
- The Division has been expanding responsibilities to include activities such as ergonomic evaluations, industrial hygiene sampling and mold reduction.
- The ability to provide training resources through the internet/intranet is currently being worked on.
- The Division has various performance measures pertaining to safety/risk management that can be expanded to provide more detail.

### ***Conclusions/Recommendations***

- On a periodic basis, analyze the coverage amounts, fee structure and terms of the various policies held by the County to ensure adequate and cost effective coverage.
- Evaluate various cost effective training and orientation programs that can be provided using technology the County currently possesses.
- Expand existing performance criteria for risk management and safety. Include more information pertaining to activities such as the number, types and values of insurance claims, number of safety and training programs provided and employees who have successfully passed safety and training programs.

## **5. Community Services**

The Community Services Department is home to a variety of human services functions for the County. The functions within the Community Services Department that were evaluated for this study include the following:

- Neighborhood Connections
- Parks and Recreation

The following are also under Community Services but were excluded from this study as their budgets are predominantly funded through Federal and State revenues, with a minor portion coming from the County's general fund:

- Social Services
- Housing and Community Development
- Cooperative Extension Service
- Colonial Community Corrections

The objectives of the overall Department are as follows:

1. Preserve the diverse, natural, cultural and environmental resources of the County to protect the character of the community and preserve neighborhoods.
2. Inform community of programs, services and issues to encourage citizen involvement and participation.
3. Promote self-sufficiency and independent living for at-risk populations to improve their quality of life.
4. Promote substance abuse prevention and treatment to stabilize families.
5. Increase coordination of youth programs and services to improve access to services.
6. Promote family involvement to increase parental involvement in the lives of children.

Staffing for Community Services Administration for FY 2009 includes 3 full-time budgeted positions and 1 part-time budgeted position. The Administrative operating budget for FY 2009 is \$348,800. Staffing for all General Fund divisions (Community Services administration, Parks and Recreation, Neighborhood Connections and Cooperative Extension Service) within the Community Services Department includes 63 full-time positions and 32 part-time positions and the operating budget for FY 2009 is \$6,759,715.

Interviews for Community Services were undertaken to determine the management, administrative and working procedures and practices employed by the Department. The interviews took place from 12/15/2008 to 12/17/2008 and included 10 of the 63 full-time employees within the overall Department.

Within the Community Services Administration, the Acting Community Services Manager was interviewed.

### ***Findings***

- Concerns were raised throughout the entire Department pertaining to the number of signatures required for approval of various tasks. Currently, approval appears to have to travel through several levels of the organizational structure before becoming final.
- It was communicated that performance measures could be improved and that department-wide indicators for measurement of success have not been identified.
- In reviewing the overall organizational structure of the Community Services Department, we have considered whether the Department is properly organized. We have evaluated

several alternative organizational structures that involve the creation of a new department of Citizen Services. One of the options that we considered was the transfer of one or more departments from Community Services to a new Citizen Services Department. This finding is further explained under “Some organizational changes are necessary” within Section II.

### ***Conclusions/Recommendations***

- Allow decisions to be made by those who have been formally authorized to do so by management and as outlined within their job description.
- Expand existing performance measures to include criteria that more clearly gauge customer satisfaction with the services provided by Community Services.
- Create a new Citizen Services Department under the management of the Assistant County Administrator. This would require the transfer of Neighborhood Connections and Cooperative Extension Services from Community Services to the new department.

The Department would consist of the following divisions:

- Communications
  - Satellite Services
  - Economic Development
  - Neighborhood Connections
  - Cooperative Extension Services
- Maintain a Community Services Department that would consist of those divisions that are not recommended for inclusion in a new Citizen Services Department. Community Services would consist of the following divisions:
    - Social Services
    - Housing and Community Development
    - Colonial Community Corrections
    - Parks and Recreation

### **5A. Neighborhood Connections**

Neighborhood Connections serves as a liaison between the neighborhoods of James City County and the County government. The Division provides resources for County neighborhoods, homeowners associations and citizens through training courses, events, forums, web services and other informational outlets. The objectives of Neighborhood Connections include to:

1. Make resources available to support neighborhoods.
2. Build citizen capacity to contribute to an improved community.

Staffing for Neighborhood Connections for FY 2009 includes 4 full-time budgeted positions and 1 part-time position. The Division’s FY 2009 operating budget is \$329,551.

Within Neighborhood Connections, the Director was interviewed.

### ***Findings***

- Reclassification of positions and rewriting of job descriptions are a challenge as there is no flexibility in positions with similar titles across the entire County government. With no career ladder in place for smaller divisions, this lack of position reclassification limits the promotion of employees.
- Combining Neighborhood Connections with Communication to form one office to “communicate, engage and connect” has been considered. While it was communicated that the Communications Division outsources info from the County and Community Services engages citizens within the County, moving the two division under a new Department but not combining them together appears to be a useful option.
- The Division currently tracks performance measures such as number of connected neighborhoods and percentage of population that perceive their neighborhood as a good or excellent place to live.

### ***Conclusions/Recommendations***

- Evaluate options for providing incentives to those departments that do not have formalized career ladders for promotion. Develop a cross training program to allow employees to temporarily work in various departments throughout the County.
- Move Neighborhood Connections to a new Citizen Services Department under the management of the Assistant County Administrator, as detailed above in Community Services Department Conclusions/Recommendations.
- Expand the current Division performance measures to include more details than just the number of connected neighborhoods. Include criteria such as the size, location within the County, programs offered to, and participation in programs of connected neighborhoods.

## **5B. Parks and Recreation**

The Parks and Recreation Division provide residents as well as nonresidents of James City County access to a variety of recreational programs, parks and facilities. The Division is organizationally divided into several components including Parks, Community Centers, Management and Resources, Recreation Operations and Prevention Services. There are several parks, trails, playgrounds, tennis and basketball courts, baseball/softball fields, pools and facilities located throughout the County. Programs provided include aquatics, fitness and wellness programs, sports programs, before and after school programs and teen and youth programs.

As outlined in the County’s budget, objectives of the Division include “Provide adequate recreation open space; to plan and develop diversified park facilities based on public demand; to

provide safe, accessible, and affordable recreation programs and services based on identified community needs; and to provide support services to the functional units, which offer direct programs and services to the residents of James City County.”

Staffing for the Parks and Recreation Division for FY 2009 includes 54 full-time budgeted positions and 29 part-time budgeted positions. There is also slightly more than 100,000 hours (allocated to 13 positions) budgeted for part-time temporary employment. The Division’s FY 2009 operating budget is \$6,007,835.

The following employees within the Parks and Recreation Division were interviewed: Director of Parks and Recreation, Deputy Director of Parks and Recreation, Community Centers Administrator, a Recreation Operations Coordinator, Prevention Services Supervisor, Management and Resource Administrator, Superintendent of Parks and a Park Operations Coordinator.

### *Findings*

- The Division charges various fees for many of the services provided to customers of the County. In July, gym membership fees were raised. Family programs are currently free of charge for County residents. Elementary before and after school programs charge a fee for participation as the service essentially doubles as child care. The middle school “Beyond the Bell” program is free of charge while the other middle school programs charge a fee.
- The approval process for various activities was recognized as a major bottleneck. It was expressed by several employees that too many signatures are required for approval. This proved to be an issue with requests to hire new staff and train current staff. The lengthy authorization process occasionally led to the loss of applicants not able to endure the waiting period and missed training opportunities.
- While there is a preventive maintenance plan for some facilities and equipment, this could be improved upon to include more. Facility issues exist that should have previously been corrected such as leaky roofs, a broken whirlpool and an old pool filtration system. The repair of some of these items has been in the operating budget but was never spent. It was also communicated that there is too much focus on the acquisition of new facilities as opposed to the maintenance of current ones.
- Concerns were raised over the quality of work performed by and the responsiveness of Grounds Maintenance to perform maintenance on parks and recreational facilities. For example, several complaints have been reported by citizens to Parks and Recreation employees on the cleanliness and maintenance of the fields and ballparks in which they use for various sports leagues. As General Services is responsible for maintenance of these facilities, Parks and Recreation employees do not have the information (such as whether a park or facility has received routine maintenance) required to respond to the reported complaints.

- Standards for policies and procedures within the Division could be expanded and updated.
- The employee composition of the Division is unique when compared with other County departments as the work force is composed of full-time, part-time and seasonal/temporary help.
- The Division operates several software programs that require maintenance, updating and troubleshooting. *RecTrac* is used for facility and park bookings and class and program registration and *WebTrac* integrates the web side of *RecTrac*. It was expressed that *WebTrac* is being updated and remodeled by the Management and Resources unit within the Division but updates are not being regularly completed for software maintained by the Division.
- It was expressed that the majority of the workload for Prevention Services field employees could be performed remotely as these services are predominantly delivered within the community and not in an office setting. It was estimated that counselors are in the field (homes, schools, etc.) over 70% of the time.
- In reviewing the overall organizational structure of the Community Services Department, we have considered whether the Department is properly organized. We have evaluated several alternative organizational structures that involve the creation of a new Department of Citizen Services. In considering this option, we also determined that the core groupings currently located in Community services should remain.

### ***Conclusions/Recommendations***

- Evaluate current fees charged to both residents and non-residents for services provided by Parks and Recreation. Assess which program and service expenses should be recovered by fees and to what extent the recovery of these costs should be. Periodically, research similar public and private parks and facilities to keep in line with market rates being charged for like services.
- Empower supervisors to make decisions granted to them through their job descriptions and clearly set policies and procedures. Allow supervisors to make decisions pertaining to matters within their span of control such as hiring, training, travel reimbursement and purchasing. For example, allow supervisors (who have already been delegated the authority to hire) the ability to work directly with the Human Resources Division when it comes to hiring new positions that are already included in the budget. If another level of authorization is required, have the hiring supervisor obtain approval by the Division Director as well, as opposed to all managers within the “chain of command”.
- Eliminate the number of documents being sent via interoffice mail for processes such as hiring. Instead, these processes can/should be handled electronically. This will help cut down the amount of time it takes to physically send documents to managers as well as reduce misplacement of documents. The new HR/payroll system may help alleviate some of these concerns.

- Develop a comprehensive asset maintenance program for equipment and facilities operated by the Division. Work with General Services in prioritizing the maintenance of assets according to criticality and probability of failure. Ensure monies allocated within the operating and capital budgets are adequately utilized.
- As mentioned in General Services, have maintenance employees provide notification to the customer when the work has been completed and, when possible, obtain signature by customer that the work has been successfully completed.
- Standardize policies and procedures (to avoid confusion and maintain consistency throughout the Division) on activities such as maintenance of grounds and facilities, fees charged for programs, travel reimbursement, training and promotion.
- Evaluate the recruitment and retention strategies undertaken by Division management to develop an appropriate mix of staff. Develop an intern recruitment program in which the programs and services offered by the Division can be marketed.
- Provide training to staff who utilize the Parks and Recreation software and to those within Management and Resources for using graphic design software and updating the website. Add content and improve the design and usability of the website for citizens.
- Evaluate the cost savings of reducing the amount of office space occupied by Prevention Services to consist of a central office containing a filing system/document repository with the expense of providing counselors with laptops to be used remotely.

## **6. Police**

The James City County Police Department was formed in 1980 and in 1983 it separated from the Sheriff's Department to handle all criminal complaints. It is divided into three divisions: Uniform, Investigation and Community/Administrative Services. The Department has 95 sworn law enforcement officers and annually responds to over 21,000 calls for service each year.

The Department provides police services in all areas of the County including patrol, investigations and traffic enforcement. A full range of crime prevention services are also available, such as assistance in establishing Neighborhood Watch and Business Watch programs, security surveys for homes, as well as commercial establishments, and Project Kid Care. There are School Resource Officers in two middle schools and each high school and also a Bike Patrol Unit.

The Departments mission is to "perform our duties and fulfill our responsibilities of enforcing the law, preserving the peace, and providing police services so that it improves the quality of life for all citizens within our jurisdiction." Key Police objectives include:

1. Provide effective law enforcement services to the citizens and visitors of James City County, while responding to all calls for service.



2. Maximize clearance rates for victims of all reported crimes.
3. Utilize a community policing oriented approach to crime prevention and drug abuse prevention.

Staffing for the Police Department for FY 2009 includes 102 full-time positions and one part-time position and an operating budget of \$8,477,850 (this includes two full-time positions and one part-time position for Animal Control).

Interviews for Police (sworn and non sworn-Investigations, Uniform Patrol and Animal Control), occurred from 12/8/2008-12/10/2008 and included 28 of the 102 full-time employees.

James City County budgets do not list the Police Departments Divisional budgets or staffing. During our evaluation we observed that the Police Department was forced to “cannibalize” part of the staffing from Community Services and Investigations for temporary reassignment to the Patrol Division. Due to the manner that Departmental budgets/staffing data is maintained, in addition to the flow of personnel from one Division to another, the project team will not attempt to list the Division budgets and individual positions interviewed by Division. Instead, we will list all positions interviewed by the entire Department.

Twenty eight employees were interviewed (Chief of Police, Deputy Chief of Police, two Majors/Divisional Commanders, Animal Control Supervisor, Training Sgt/Accreditation, Grants Administrator, Community Policing Lieutenant, Traffic Unit Sergeant, Records Supervisor, Crime Analyst, four Investigators, two Community Services Officers, Investigations Sergeant, Evening Shift Sergeant, Administrative Lieutenant, Sergeant/SWAT team Member, Day Shift Lieutenant/SWAT Commander and six patrol officers).

### *Findings*

- Our review indicates that the Police Department is capably managed and administered. The Chief of Police and his Command Staff have worked as a team for a number of years there by achieving a high degree of Departmental management cohesion.
- Community police satisfaction surveys indicate the Department is admired and respected throughout the James City Community as a whole.
- The Department’s principal facility is woefully inadequate for the needs of the Police Department. The facility was constructed in about 1980 for a police force of approximately 1/3 its current size. During our site visits associated with employee interviews, we observed instance where shift officers were forced to meet in a break room for their pre-shift meeting with shift supervisors because the officer assembly area was being utilized for training. We observed several suspects in restraints who had to be held in narrow hallways that people had to traverse because both interrogation rooms were occupied. The Department has been forced to construct a temporary backup evidence storage facility in the men’s restroom. Female officers who need access to this evidence must physically enter the men’s restroom.

## ***Conclusions/Recommendations***

- Maintain the current CIP schedule for design, engineering and construction of new Police Department facility. As reflected in the findings above, the project team believes that this project should be considered as a very high CIP priority and that every effort should be made to insure that it stays on track.

## **6A. Investigations**

As a primary function of this department, criminal investigation aims at prompt effective and efficient investigation of all crimes and offenses which occur within the County of James City (JCC), identification and apprehension of individuals committing those crimes, and then the proper, legal charging, presentation in court of evidence, etc., to help ensure that perpetrators are held accountable for their crimes.

The Investigations Division has the responsibility of handling those criminal investigations which require special expertise or which because of their complexity or geographical considerations do not lend themselves readily to completion by Patrol Officers.

## ***Findings***

- Organizationally, the Community Services and Patrol Divisions have a dedicated command structure, managed by a Police Major. The Investigations Divisions command structure however, is filled by the Deputy Chief of Police/ Investigations Division Commander. This organizational anomaly creates functional, structural and communications difficulties and is not the most appropriate organizational structure to utilize for Investigations.
- Our review of Investigations caseload numbers indicates an appearance that work loads are not always distributed evenly. This may be partially explained in that there are a number of Investigations Division areas of specialty and that not all cases are equal in terms of priority and difficulty. Overall, there is a consensus that the Investigations Division has more case work than it can handle in a timely manner. The Department has filled three approved/funded FY 2009 positions and anticipates an additional three approved/not-yet funded positions for FY 2010. We believe the acquisition of needed staff in the Department as a whole combined with the organizational changes recommended in the first bullet above will assist meaningfully in assignment and management of the Divisions caseloads.
- Investigations Division staff must frequently transcribe their own interview tapes because it is cost prohibitive to hire an outside professional transcriber. Estimates vary as to how much time Investigators spend on this task but we believe that at least one full-time position is used on an annual basis. Hiring additional civilian administrative staff could reduce Investigators current time spent on transcribing.

## ***Conclusions/Recommendations***

- Create a dedicated Major position to command the Investigations Division. This would insure that the entire Police Department has a consistent command structure. It is assumed that the Police Major would be promoted from within and this structural change would not require an additional position. Implementation of this recommendation would then allow the Deputy Police Chief to concentrate his energies on being the Deputy and not a Divisional Commander. Implementation of this recommendation also creates a more functional organizational structural, improves vertical and horizontal lines of communications and has little to no cost implications.
- Assign new civilian administrative staff to transcribing duties. Assuming that the Department is authorized to hire additional civilian staff that one of those civilian positions be assigned to transcribe Investigation Officers taped interviews.

## **6B. Uniform Patrol**

Patrol is the primary law enforcement function and embraces much more than the act of patrolling. It is a generalized function in which officers engage in a wide variety of activities to include, but not limited to, enforcing traffic and criminal laws, answering complaints, disturbing the peace issues, conducting follow-up investigations, community policing, transporting prisoners, community services activities and other such duties. The James City County Police Department provides law enforcement to all citizens in James City County, 24 hours a day, each day.

The Uniform Patrol Division consists of three separate shifts: Day, Evening and Midnight. Each shift is supervised by a Lieutenant and a Sergeant. The County is divided into five zones. The officers of each shift are assigned to a zone after attending roll call. The officers work their assigned zone for the duration of their shift. These officers take calls for service.

## ***Findings***

- Our review indicates that the James City Police Department is struggling to accomplish its primary mission of “patrol” as a result of vacancies within the Division. As such, the Uniform Patrol Division should be considered the highest priority for replacement of vacant and new positions. The Police Department has recently been forced to transfer officers from several divisions into the Uniform Patrol Division to ensure that minimum shift staffing can occur. This transfer has further exacerbated staffing problems in the Department’s other divisions. Overall, the Department has a number of vacant positions. The Board of Supervisors has agreed to allow the Fire and Police Departments to fill their vacant positions. As of the time period of our site visits, the Department had six officers in training and expected to be able to add an additional three new officers during this fiscal year. It is our understanding that vacant positions will not be filled until the start of the next Police academy class on March 23, 2009.
- The Department has/will soon fill three Police Officer positions for FY 2009 and three positions have been approved (not-yet funded) in the FY 2010 operating budget.

- The Department utilizes various forms of “productivity tracking” to monitor and inform each officer as to their relative performance in relation to their peers. The use of “productivity” by police forces across the nation is fairly common. Our review of the versions utilized in James City County indicates that the versions employed in Community Policing and Traffic is somewhat more comprehensively developed than in the Patrol Division. Additionally, a number of patrol officers expressed concern with the form in use now, and confusion over its importance in an officer’s evaluation.

### ***Conclusions/Recommendations***

- Fill any approved/not-yet funded FY 2010 Police Officer positions approved by the Board of Supervisors.
- Revise Patrol Division’s “productivity” data tracking forms. The project team evaluated the version currently in use for the Patrol Division and concluded that it should be enhanced to include additional statistical criteria that can be measured and provides a more comprehensive statistical report of a patrol officer. There are components of the Community/Administrative Services’ “Productivity” criteria that may be appropriate to consider.
- Define and formalize through written policy, the relative importance of “productivity” within the patrol officer’s annual performance evaluation. We found that amongst patrol officers, shift sergeants/lieutenants and the command staff, there were very real differences in the value/percentage that each considered “productivity” to play in the patrol officer’s annual evaluation. There has apparently been a significant amount of discussions amongst all parties to resolve this issue, without success to date.

### **6C. Community/Administrative Services**

The mission of the James City County Police Department is to perform our duties and fulfill our responsibilities of enforcing the law, preserving the peace, and providing police services so that it improves the quality of life for all citizens within our jurisdiction. Community Oriented policing is not a program or a series of programs. It is an overall style and philosophy of police service delivery, designed to accomplish the law enforcement mission of the JCC Police Department.

Community Policing is an ongoing process of developing a partnership between the community and the Police Department. The partnership allows for information sharing, the identification of potential problems and the solving of these problems collectively utilizing all resources available.

Community Policing also provides crime prevention awareness to neighborhoods and initiates group building techniques to facilitate discussion and police service delivery.

### ***Findings***

- The Department lacks sufficient administrative staff (non-sworn officer) and has had to resort to utilizing several sworn officers to perform purely administrative functions. Additionally, many officers of varying rank routinely provide some degree of non-police administrative tasks.

### ***Conclusions/Recommendations***

- Hire additional civilian administrative staff. Our review indicates the Police Department could currently utilize an additional three to four civilian administrative staff to handle purely administrative duties currently being performed by uniformed sworn police officers. Our recommendation is that the Department be authorized to hire two additional civilian staff for the FY 2010 budget year, and then re-evaluate whether it needs additional civilian staff for FY 2011. Hiring the two civilians for FY 2010, would allow the Department to “release” at least one sworn officer back to police related duties, reduce the number of additional sworn officers the Department would potentially need in FY 2010 and/or reduce the amount of overtime currently being utilized. Generally, the cost to hire two civilians within a police department is comparable to hiring one sworn officer, so there would be no cost increase for the Department for FY 2010. The cost (salary/benefits) to hire two additional Police Records Clerks at the minimum salary is estimated to be approximately \$65,500. The cost savings realized from hiring these positions is roughly equivalent to one new sworn officer with a cost for training, salary and benefits of \$65,000 and 10% of departmental overtime (~\$29,000).

## **6D. Animal Control**

The County’s Animal Control Division offers many services to citizens including: capture and impoundment of stray/at large dogs, location assistance to owners of stray and found animals, loan of cat traps to citizens, animal adoption, assistance to sick and injured wildlife and investigation of animal neglect and cruelty. Animal Control core objectives include:

1. Reduce repeat nuisance complaints.
2. Provide a safe and humane facility.
3. Carry out a program of rabies prevention through enforcement and education.

### ***Findings***

- A concern was raised over staffing within the unit. At the present time, Animal Control consists of 2.5 full-time positions, and they have indicated a desire to fill the part-time position with that of a full-time equivalent.

### ***Conclusions/Recommendations***

- As the highest priority for additional new staff within the Police Department should be within the Uniform Patrol Division, do not hire Animal Control positions at this time.

## **7. Fire**

The County Fire Department's principal responsibility is to provide fire and emergency protection services throughout the County. The Department, which is under the supervision of the Fire Chief, also oversees a variety of other programs and is divided into four main divisions as follows:

- Operations
- Emergency Management
- Emergency Communications
- Fire Marshal

Staffing for the entire Fire Department includes 140 full-time positions and the operating budget for FY 2009 is \$11,971,713.

Interviews for the Fire Department were undertaken to determine management, administrative and working procedures and practices of the Department and each division. The interviews occurred from 12/8/2008 to 12/10/2008 and included 30 of the 140 full-time employees within the overall Department.

The following employees within Fire Administration were interviewed: Fire Chief, Deputy Fire Chief, Senior Administrative Services Coordinator, Grants Administrator (this position is split between Police and Fire) and Public Safety Network System Engineer (within Information Resources Management Division).

### ***Findings***

- The Department is currently in the process of achieving accreditation. The accreditation process includes 80 standard operating procedures and a self evaluation. The process requires strategic short term and long term planning and budgeting to be undertaken. The Department has been working towards accreditation for two years and hopes to complete the process within the next 36 months. Other Virginia municipalities that are accredited include Charlottesville, Virginia Beach, Richmond, Roanoke and Norfolk.
- The Department has mutual aid agreements with the City of Williamsburg and York County. The Department is also working on a mutual aid agreement with Newport News and has been progressing towards adopting region-wide procedures with other municipalities within the Hampton Roads Region.
- Fire Administration needs administrative assistance to allow the Fire Chief and Deputy Fire Chief to concentrate more on their core roles and responsibilities. Currently, the Chief and Deputy Chief are performing administrative duties that could be undertaken by civilian positions.
- It was communicated that an "Acting Officer Development Program" (AODP) was recommended several years ago to help prepare staff to serve in the Company Officer

role when the regular officer was unavailable. Fire administration has expressed support for this program, but a lack of resources has prohibited its implementation.

- The Public Safety Departments (Fire and Police) have 90 to 100 mobile data terminals (MDT) and mobile computer terminals (MCT). There are issues in repairing and tracking these units. There are also no formal productivity measures for the Network System Engineer position.
- Document storage and record management can be duplicative at time. Fire-related files tend to follow individuals as they change positions.
- The Department utilizes a software package called *Firehouse* for report generation. It was communicated that running queries for reports was challenging at times as the program can be difficult to understand, and the speed of the network infrastructure on which the software is running is slower than that of the County's internal network due to the high cost of providing the equivalent speed to the Fire Administration offices, which is currently leased space..
- The Department lacks sufficient administrative staff and has had to resort to utilizing several professional fire fighting positions to perform purely administrative functions. Additionally, many fire fighters of varying rank routinely provide some degree of administrative tasks.

### ***Conclusions/Recommendations***

- Continue the efforts to achieve accreditation. The process is rigorous and time consuming but will provide great improvements in efficiency and effectiveness of the Department.
- Continue the efforts to form additional mutual aid agreements with neighboring jurisdictions and regionalize when possible (standard operating procedures, safety standards, training, etc.).
- Hire two administrative positions to assist Fire Administration with such tasks as the accreditation process, budgeting, reporting, public information, purchasing and special events. This would allow the Department to avoid paying a Fire Rescue Technician overtime for administrative work. Generally, the cost to hire an entry level civilian is about half that of a fire fighter. The cost (salary/benefits) to hire two entry-level clerks at the minimum salary is estimated to be approximately \$65,000. The cost savings realized from hiring these positions is roughly equivalent to one new Fire Rescue Technicians with an estimated cost for training, salary and benefits of \$65,000 and 10% of departmental overtime (~\$57,000).
- Continue efforts to develop a formal officer development and training program for promotion of employees and training of officers to better prepare them for the roles and responsibilities of management (task delegation, goal setting, conflict resolution, etc.). Standardize the steps required for promotion and implement a mentorship program.



- Create and track performance measures related to IT services, functions, hardware and software within Public Safety pertaining to such issues as tech support requests, repairs, outages and updates.
- For those files related only to the Fire Department, collect and maintain them in a central location within Fire Administration. For files related to other functions such as personnel, training records, certification or payroll, make sure Human Resources maintains current records. The new HR/payroll system being implemented should with this.
- Explore the various abilities, options and modules included in the *Firehouse* software the Department owns. Provide training (web-based, classes, instructional manuals) for administrative staff to efficiently use the software to its fullest extent.

## **7A. Operations (Fire and Emergency Medical Services)**

The Operations Division is in charge of responding to a host of emergency situations with the primary responsibilities of fire protection and emergency medical services (EMS). The Division oversees several special teams including the Dive Team, Fitness Action Team, Technical Rescue Team and Bike Team. There are 5 fire districts (or zones) located throughout the County each with a strategically located fire station. Each fire station is staffed 24 hours a day, seven days a week. Staffing is managed through three shifts (A, B and C), each 24 hours in length. The Division is under the supervision of the Deputy Fire Chief. Reporting to the Deputy Fire Chief are three District Chiefs, one for each shift. Reporting to the District Chiefs are five Captains, one for each stations. There are 15 station captains in all (5 captains for each of 3 shifts). Staffing at each station within each shift ranges from 3 to 6 Fire Rescue Technicians. All District Chiefs, Captains and Fire Rescue Technicians work “7/21” shifts (work seven days in a 21 day period) with a 53 hour standard work week.

Support Services, which is headed by a separate District Chief and includes Fire Training and EMS Training, is also under the supervision of the Deputy Fire Chief. Support Services include recruitment, instructional support for the Tidewater Regional Fire Academy (TRFA), continuing education programs at the Fire Department Training Center and the Public Safety Education program.

The objectives for Fire as outlined in the County’ budget are as follows:

1. Provide for the safe and efficient control of fires and other emergencies.
2. Provide for the training and education of Fire Department personnel.

The objectives for Emergency Medical Services as outlined in the County’s budget are as follows:

1. Deliver comprehensive emergency medical services in a timely manner to mitigate life-threatening injuries or illnesses.

2. Improve staff technical and practical skills, abilities and knowledge through educational and training opportunities.
3. Provide public outreach, education and information programs to all citizens.

Staffing for Operations for FY 2009 includes 86 full-time budgeted positions for Fire and 25 full-time budgeted positions for Emergency Medical Services (this includes all positions other than those under Emergency Management and Emergency Communications). The Division's FY 2009 operating budget is \$6,963,394 for Fire and \$2,188,860 for EMS.

The following employees within Operations were interviewed: District Chief of Support Services, EMS Captain, Fire Training Captain, all three shift District Chiefs, six Station Captains and six Fire Rescue Technicians.

### *Findings*

- The Department has filled three Fire Rescue Technicians for FY 2009 and three positions have been approved (not-yet funded) in the FY 2010 operating budget to “keep pace with growth and calls for service”. The Department is cross training by requiring all Fire Rescue Technicians to now be medics as well.
- A need for additional training and certification programs for Fire/EMS staff was communicated. The Training unit lacks administrative help within the office which takes away from the core services of providing training to Fire/EMS Rescue Technicians. Additional programs and training that is currently provided outside of the County could be undertaken within the Department training facility.
- It was communicated that expanding upon performance measures within the Division could be very helpful in providing the core services of the Department. For example, measuring the success rate of intubations performed by the Division helped staff recognize the need for a process change. EMS staffs were eventually sent to training classes which led the intubation success rate to increase from 25% to 100%.
- Concerns were raised over the length of time it takes to hire and train Fire Rescue Technicians. The hiring process includes aspects such as a background investigation, a credential check, criminal history and driving record check, physical exam and a polygraph. It was reported that a number of applicants have difficulty passing the background check, drug testing or driving record check.
- A ten year plan completed by the Department recently expired in 2008. The need for performing strategic planning for the Department exists.
- A lack of communication between various facets of the Department was expressed. There were concerns pertaining to the amount, quality, usefulness and timeliness of information being shared between Administration and individual stations and Fire Rescue Technicians. It was communicated that the lack of timely information resulted in false perceptions and rumors being circulated. As the Operations Division is organized into three shifts with five different stations all working on different days, it can feel as if there

are 15 unique organizations. This has led to inconsistencies in expectations, training and procedures undertaken for each shift and station.

- Current standard operating procedures (SOPs) are being updated and new ones are being added.

### *Conclusions/Recommendations*

- Fill any approved/not-yet funded FY 2010 Fire/EMS Rescue Technician positions approved by the Board of Supervisors. Continue to cross train staff and uphold minimum staffing levels for stations and apparatus.
- Look into adding administrative assistance to the Support Services and Training unit, whether it is as a part-time employee or an intern who can help with tasks such as record keeping, maintenance of CPR cards or sending faxes/making copies. The recommended two positions above in Fire Administration could also help with Support Services and Training unit administrative tasks. This will free up time for the Training staff to provide additional training resources to Fire/EMS Rescue Technicians. This will also eliminate the need to pay overtime to Rescue Technicians who are called upon to help with administrative duties.
- Expand existing performance measures. Include measures such as the types and quality of training offered, special team responses, emergency responses based on tasks and number and types of responders, staff pursuing higher education, detailed fire dollar loss comparisons, employee injury rate and compliance with NFPA (National Fire Protection Association) 1710 and NFPA 1720.
- Continue to evaluate and improve (where appropriate) the current hiring process used by the Department. We have identified Countywide recruitment and hiring processes as a potential focus area for Human Resources' ongoing "process improvements" efforts. As it was expressed that all aspects of the current Fire Department hiring process are necessary, do not reduce any requirements of the process.
- Continue development of a long-term strategic plan outlining Department-wide goals and expectations through the current accreditation process currently underway.
- Standardize processes relating to promotion, certification requirements, training and disciplinary actions when possible. Ensure that these are communicated consistently throughout the Department, from Administration to management to staff.
- Continue to standardize, update and add standard operating procedures for emergency procedures that do not currently exist for various situations (car accidents, structural fires, hazardous materials, etc.). Accreditation and regionalization of procedures should help with this.

## **7B. Emergency Management**

The Emergency Management Division is responsible for disaster planning and the coordination of response to emergencies within the County while complying with Federal, State and local regulations. The Division coordinates crisis management activities and prepares emergency plans for natural (hurricanes and floods) or manmade (nuclear power plant incidents and hazardous material spills) disasters. The Division is responsible for and operates out of the Emergency Operations Center (EOC) in Toano. The Division's objectives as stated in the FY 2009 operating budget is to "Test and evaluate emergency activation system for all citizens, visitors, and employees of James City County."

Staffing for Emergency Management for FY 2009 includes two full-time budgeted positions. The Division's FY 2009 operating budget is \$261,097.

Within Emergency Management, the Director was interviewed.

### ***Findings***

- The management of grants for Emergency Management Services was stressed as a duplicated activity among grant administration within Financial and Management Services and Public Safety.
- The Division currently tracks activities such as the number of emergency system tests performed and educational presentations and employee workshops given. More detailed performance measures specific to emergency management/services are being created.
- Lack of staffing was voiced as a concern. A need for a full-time professional planner and position to maintain equipment and training and that goals and objectives that will probably take three to accomplish would only take one year with additional staffing were communicated.
- While the Division communicates with neighboring municipalities like Williamsburg and York County, more could be done in terms of collaboration.

### ***Conclusions/Recommendations***

- Have Public Safety administration evaluate the coordination of grant management within Public Safety as to the effectiveness of securing much needed funding and ensuring that grants are being utilized to their fullest extent.
- Expand and create new performance measures for the Division.
- Collaborate with neighboring jurisdictions and the Hampton Roads region on emergency response procedures and management to alleviate workload and duplication of activities within region.

## **7C. Emergency Communications**

The Emergency Communications Division's primary responsibilities consist of taking emergency 911 calls and dispatching of Police, Fire and EMS to incidents. Calls outside of normal business hours for James City County Service Authority water and sewer issues and Animal Control are also taken. The Division operates out of the Emergency Communications Center (ECC) in Toano. The Division is supervised by the Emergency Communications Director. The ECC is staffed 24 hours a day with three eight hour shifts: day – 6AM-2PM, evening – 2PM-10PM and midnight – 10PM-6AM. Each shift is managed by a Shift Supervisor who oversees three levels of Emergency Communications Officers: Dispatchers, Seniors and Masters. The Division also has a Deputy Director and a Training Coordinator. The Division's objective as stated in the FY 2009 operating budget is to "Process all calls for service in a quick and efficient manner".

Staffing for Emergency Communications for FY 2009 includes 27 full-time budgeted positions. The Division's FY 2009 operating budget is \$2,558,362.

The following employees within Emergency Communication were interviewed: Director of Emergency Communications, two Emergency Communications Supervisors, an Emergency Communications Master and Emergency Communications Senior.

### ***Findings***

- As the number of calls received over the years has increased, the County has increased the minimum staffing level per shift from two operators to four. The County has approved (not-yet funded) one Emergency Communications position for the FY 2010 operating budget.
- The Division has 20 incoming lines (six 911, six wireless and eight administrative). Operators are trained on all communication "talk-groups" which consist of Police, Fire and two informational channels (Phone 1 and Phone II).
- It was communicated that having one employee in charge of the Police "talk-groups" can be burdensome to handle and that redistributing this workload would be helpful.
- A great deal of time is spent on timekeeping and tracking of employee hours.
- Issues were raised concerning the length of the hiring process. It was reported that the reference check was unnecessary as contacted references do not often provide any information. The psychological testing part of the hiring process was also mentioned as unnecessary.
- The Division uses a fairly new computer aided dispatch (CAD) system. Several employees reported that system is difficult to use as there are many ways to perform certain functions such as locating specific addresses. Progressing from the old system to the new one requires a degree of institutional knowledge.

### ***Conclusions/Recommendations***

- Fill any approved/not-yet funded FY 2010 Emergency Communications positions approved by the Board of Supervisors.
- The Division should continue to cross train officers on the use of all systems. This is important for disbursement of workload and to accommodate any unexpected absences.
- Implement the suggestion to open an informational channel to manage non-emergency Police related calls so dispatchers can focus on Police related priority calls and provide non-emergency information in a timely manner to officers.
- Progress towards automation of timekeeping management. The new HR/payroll system being implemented should alleviate this.
- Evaluate the hiring process and the utility of each component undertaken.
- Standardize and document the processes and procedures for entering data into the CAD system to further ease of use and transfer of institutional knowledge. When possible, provide onsite or online training for employees to become better situated with new computer systems.

### **7D. Fire Marshal**

The Fire Marshal's Office is responsible for enforcing fire code compliance pertaining to fire inspections, fire investigations and fire safety. The Office is also in charge of issuing operational burn permits and investigating fires. The Office's objective is to "Provide for code enforcement, fire investigation and public safety education of school-age children".

Within the Fire Marshal's Office, the Fire Marshal was interviewed.

### ***Findings***

- Current standard operating procedures (SOPs) are being updated and new ones are being added.
- Currently, detailed performance measures on the size and complexity of inspections and code issues is not being taken into account.
- The Division currently has three Fire Marshals performing fire inspections. The City of Newport News has civilians performing these inspections.

### ***Conclusions/Recommendations***

- Continue to standardize, update and add standard operating procedures.
- Measure and track detailed inspection and code related criteria.

- Evaluate using civilians to perform fire inspections and non-uniformed duties.

## **8. County Administrator**

The County Administrator, is appointed by, and serves at the pleasure of, the Board of Supervisors. As the Chief Executive Officer of the County, he is responsible for developing the annual budget and carrying out policies and laws which are reviewed and approved by the Board. He directs business and administrative policies and recommends to the Board those methods, procedures, and policies which will properly govern the County. He is expected to handle the daily administrative operations of the County, as well as recommend service and policy improvements, develop an annual budget, generally guide the work of County employees and ensure that the affairs of the County are conducted in an effective and responsible manner. The County Administrator also acts as Clerk to the Board.

Staffing for the County Administrators office for FY 2009 includes 2.5 full-time positions and an operating budget of \$412,589.

The Project team interviewed the County Administrator and the Assistant County Administrator.

## ***Findings***

- The County Administrator has provided high quality professional, effective and knowledgeable leadership for many years to several Boards of Supervisors, County Departments and the general public. He is clearly well respected and admired within the County system as whole. His scheduled retirement in the summer of 2010 will create a significant void in the organization.
- The project team believes the next few months will be a key test of the County's succession planning and knowledge retention programs, as every possible source of institutional knowledge should be passed on from the County Administrator to others that will remain with the County. Availability of the County Administrator will be very important.
- MFSG evaluated the James City County organizational structure to determine appropriate hierarchy, reasonable lines of communication, functionality and responsiveness to mission goals and objectives. During our interview, we discussed in some detail various options for improving the organizational structure of the County. Specific areas that we focused on included the potential creation of a Citizen Service Department, the agencies it would consist of and structural options for the location of Satellite Services and Economic Development. Additionally, we considered where other agencies such as Stormwater and Communications could more functionally be located within the overall organization. These options are further explored in the following bullets below.
- The County's organizational structure does not include a true "Citizen Services" Department that primarily provides general funded citizen services to County residents. The County also has two "free-floating" offices (Satellite Services and Economic



Development) that are not included under any of the County's departmental structures. The County's Communications Division is currently located as a unit under Human Resources. The services provided by Communications are oriented primarily to the public, and have little connection with Human Resources. Additionally, the Communications Director receives numerous assignments from the County Administrator.

- The project team questioned the reasoning for having the Stormwater Division operate under the umbrella of General Services. It is clear from our review of County processes and work responsibilities that there exists a significant functional connection between the Stormwater and Environmental Divisions. This functional connection became even more apparent through the employee interview process. Our view is that Stormwater and Environment should be co-located together and the primary issue was whether they should both be located under General Services or under Development Management. Our evaluation indicated that locating them under Development Management was a better overall fit in that they both have very large functional work responsibilities that are connected to the development review, approval and inspections processes that currently are under the purview of Development Management.
- The project team also considered locating Stormwater with James City Service Authority. However, as we haven't evaluated JCSA and the Stormwater Utility Fee was eliminated by the Board of Supervisors we discontinued this line of thought. This option however does have merits and should be considered for the future
- The project team after considering a number of factors and organizational variants believes that Satellite Services in its entirety should be moved under a new Citizen Services Department. The Office would remain in its present configuration as a separate Division and would report to the Assistant County Administrator.
- The physical location of the Economic Development Office in New Town has reduced to some degree the Offices accessibility with other County Departments. Economic Development staff is well aware of this perceived "bottleneck" to accessibility/good lines of communication and work hard to overcome them. The project team discussed the potential for Economic Development staff to physically relocate to the County complex. One significant drawback to that option is that there doesn't appear to be sufficient existing space in the County complex offices to house them.
- In reviewing the overall organizational structure of the County and Economic Development Office, we have considered whether Economic Development is properly placed. The Office is structurally located as a "niche" office within the County's organizational chart and reports to either the County Administrator and/or Assistant County Administrator. It does not fall under the overall "umbrella" of any of the larger Departments. This organizational structure is not uncommon for Economic Development offices in our experience as many jurisdictions struggle to find a good organizational fit for these agencies.

- In reviewing the overall organizational structure of the Human Resource Department, we have considered whether the Communications Division is properly placed. The Division is physically located in three separate locations. The Communications Director functionally reports to the County Administrator, and the main mission of Communications is oriented to providing the public with County information.

### ***Conclusions/Recommendations***

- Assist the Board of Supervisors in the recruitment of a facilitator for a Board of Supervisors' retreat to improve internal communication.
- Implement succession planning and knowledge retention programs to their fullest extent to impart the Administrator's institutional knowledge to appropriate personnel within the County.
- Implement the "As-Is-Enhanced" Model for reorganization of County departments/divisions.

The analysis, findings, conclusions and justifications for these recommendations are further discussed under their respective functional department and divisional write-ups in *Section III. James City County Department Evaluations* and *9B. "As-Is Enhanced" Model* in *Section II*.

The "As-Is Enhanced" Model basically consists of a modest reorganization of several county departments and divisions with the intent to improve their functionality and improve lines of reporting and communications. We do not consider this suggested reorganization as radical or a significant departure from the organizational structure now in place, but rather evolutionary.

The specific organizational movements that would occur would begin with the creation of a new Citizen Services Department under the management of the Assistant County Administrator. The Department would consist of the following existing divisions: Communications, Satellite Services Economic Development, Neighborhood Connections and Cooperative Extension Services.

Community Services would be retained as an organization, but would consist of those divisions that are not recommended for inclusion in a new Citizen Services Department. Community Services would consist of the following divisions: Social Services, Housing and Community Development, Colonial Community Corrections and Parks and Recreation.

Last, Stormwater would be transferred from General Services to Development Management as a standalone division reporting to the Development Manager.

The "As Is-Enhanced" model would appear as follows:

- Development Management

- Planning and Zoning
  - Code Compliance
  - Environmental
  - Stormwater
- General Services
  - Facilities Management
  - Capital Projects and Contracts
  - Grounds Maintenance
  - Fleet and Equipment
  - Solid Waste and Recycling
- Human Resources
  - Personnel and Volunteer Services
  - Training and Quality Performance
- Financial and Management Services
  - Information Resources Management
  - Real Estate Assessments
  - Purchasing
  - Accounting
  - Risk Management/Safety
- Citizen Services
  - Neighborhood Connections
  - Communications
  - Cooperative Extension Service
  - Satellite Services
  - Economic Development
- Community Services
  - Social Services
  - Housing and Community Development
  - Colonial Community Corrections
  - Parks and Recreation
- Police
  - Investigations
  - Uniform Patrol
  - Community/Administrative Services
  - Animal Control
- Fire
  - Operations
  - Emergency Management
  - Emergency Communications

- Fire Marshal
- County Administration
- County Attorney
- Regarding the physical location of Economic Development, do not move it back within the County Complex now. Our reasoning is that insufficient space currently exists to house them, and they have an existing lease for the current space that has yet to be completed. Economic Development offices typically require “higher” quality office space than other County offices for obvious business attraction reasons. Our review of much of the County’s current floor space indicates that renovations for Economic Development space could be costly. If space needs, necessary renovations and any potential lease issues with the space at New Town were resolvable, it may make sense to consider movement of Economic Development back to the County complex. The County has also expressed the possibility of moving most of the divisions in which we have recommended for Citizen Services and all of Development Management within the next 18 months to the Government Center when the County reclaims Building D (now currently occupied by School Central Office).

## 9. County Attorney

The County Attorney’s Office provides counsel to the Board of Supervisors, County Administrator, Economic Development Authority, James City Service Authority, Williamsburg Area Transit Authority, Williamsburg Regional Library, staff, boards and commissions; represents the County in court and in administrative proceedings; drafts and reviews ordinances and resolutions; reviews contracts, bond documents, and deeds; prepares legislative proposals for submission to the General Assembly; reviews and tracks state legislations which may affect the County’s legal rights and obligations.

Key objectives for the County Attorney’s office include:

1. To represent the Board of Supervisors, County Administrator, James City Service Authority, other departments, agencies, and Boards and Commissions in rendering legal advice/assistance in a timely/effective manner (includes preparation of contracts, documents and other legal agreements).
2. Provide quality, professional legal advice to prevent suits against the County; aid the Board of Supervisors, County Administrator and/or Department Managers in making an informed decision; represent the County in litigation against/on behalf of the County.
3. Enhance customer service by increasing the use of technology in County Attorney's Office.

Staffing for the County Attorney’s Office for FY 2009 includes five full-time positions and an operating budget of \$458,255.

Two employees were interviewed (County Attorney and Deputy County Attorney).

## ***Findings***

- The County Attorney's Office consists of very knowledgeable, capable and dedicated legal professionals.
- Our review indicates that the Offices overall workload has increased steadily over the years. The County Attorney now represents more outside entities and has more involvement with the decision making process than in the past. The legal workload varies based on the economy and community needs. When real estate growth is strong there is typically a corresponding significant increase in land use work, code enforcement and development of public facilities. Human service, social service and collections work increase during economic slowdowns. Notwithstanding these workload "peaks and valleys", there is a consistent stream of work that can dramatically increase based on circumstances and need. The rest of the Offices legal work remains steady, but can dramatically increase based on need.
- The County has been fortunate in attracting talented legal help. Concern has been expressed that the salary scale has not kept up for entry level legal positions. The project team understands the Law Offices concern over the County's pay scale for entry level Attorneys. However, our observations are that the County's pay for entry level attorneys is roughly comparable to other jurisdictions. Our recommendation is that the Law Office work with Human Resources to develop a career ladder system of advancement whereby pay can be increased automatically when an employee achieves certain identified professional milestones, such as passing the Bar.
- An issue has been identified as to the type of web based legal research system the Office is now moving towards as a result of budget limitations and cuts. As of mid December 2008, the Law Office had access to a limited edition of Westlaw. Many County Law Offices utilize a more advanced version of this legal research aid. Additionally, budget shortfalls have apparently forced the Office to discontinue use of *Westlaw* and replace it with a far less advanced system called *Geronimo*. Any reduction in web based research capabilities will no doubt impede the quality and timeliness of necessary legal research.

## ***Conclusions/Recommendations***

- Work with Human Resources to develop a career ladder system of advancement whereby pay can be increased automatically when an employee achieves certain identified professional milestones, such as passing the Bar.
- Retain the current version of *Westlaw*. The project team concurs with need for a professional Law Office to have access to the most advanced web based legal research tools. We recommend that the Law Office document the time/cost savings that will occur through maintenance of the current version and more advanced versions of *Westlaw* vs. utilization of *Geronimo*. Assuming the analysis is supportable; we recommend that at a minimum the current version of Westlaw be retained. The estimated annual cost to retain the current version of *Westlaw* is \$3,500. While we cannot accurately quantify a value,

we anticipate cost savings due to increased productivity from retaining the current version to outweigh the cost of the software licenses.

## **10. Economic Development**

The objective of Economic Development is to foster the development and expansion of a diversified and healthy base of primary business and industry that will better balance the tax base, increase job opportunities and enhance both the quality and standard of living in James City County. Core Economic Development objectives include:

1. Pursue recruitment of new primary business/industry that would result in increased nonresidential tax base and at-place employment.
2. Provide resources and marketing tools to make James City County competitive for compatible Economic Development projects.
3. Encourage retention, expansion and formation of primary businesses in James City County.
4. Provide staff support to expanded role of County Economic Development Authority (EDA).
5. Make, keep and showcase James City County as a professionally competent, premiere business location at local, regional and national levels.

Staffing for the Economic Development for FY 2009 includes three full-time positions and an operating budget of \$406,441

Three employees were interviewed (Economic Development Director and Assistant Economic Development Director and Economic Development Assistant).

### ***Findings***

- The project team observed that Economic Development provides a very wide range of assistance and services to their customers. The small staff is very lean and streamlined and maximizes their abilities with great skill.
- We found James City County's Economic Development involvement in Land Use and the development review side of Development Management office to be quite extensive.
- The project team learned of instances where communication breakdowns between Economic Development and other Departments occurred. These were not extensive, and no blame can be assigned. This issue no doubt is exacerbated by the relative isolation of the Economic Development Office in New Town.
- The physical location of the Economic Development Office in New Town has created some degree of frustration with accessibility from other County Departments. Economic Development Staff are well aware of this perceived "bottleneck" to accessibility/good lines of communication and work hard to overcome them. The project team discussed the potential for Economic Development staff to physically relocate back to the County

Complex. One significant drawback to that option is that there doesn't appear to be sufficient existing space in The County Complex Offices to house them.

- In reviewing the overall organizational structure of the County and Economic Development Office, we have considered whether Economic Development is properly placed. The Office is structurally located as a “niche” office within the County’s organizational chart and reports to either the County Administrator and/or Assistant County Administrator. It does not fall under the overall “umbrella” of any of the larger departments. This organizational structure is not uncommon for Economic Development offices in our experience as many jurisdictions struggle to find a good organizational fit for these agencies.

### ***Conclusions/Recommendations***

- Relocate the Office of Economic Development under the new Citizen Services Department. The Office would remain in its present configuration as a separate division and would report to the Assistant County Administrator.
- Retain Economic Development at the New Town site, for now. Our reasoning is that insufficient space currently exists to house them and they have an existing lease for the current space that has yet to be completed. Economic Development offices typically require “higher” quality office space than other county offices for obvious business attraction reasons. Our review of much of the County’s current floor space indicates that renovations for Economic Development space could be costly. If space needs, necessary renovations and any potential lease issues with the space at New Town were resolvable, it may make sense to consider movement of Economic Development back to the County complex.

## **11. Satellite Services**

Satellite Services is located in the Stonehouse District of James City County at the Toano office building and provides a variety of services to the residents of central and upper James City County including certain Department of Motor Vehicle functions. Satellite Services promotes local government services to citizens residing in the central and upper sections of the County, offer information and assistance to all segments of the population, and promote citizen participation in the County government.

Satellite Services provide a number of “off-site” services including; Real Estate Taxes, Sale of Convenience Center Books, Sale of Dog Tags, Recreation Registrations, Issuing of Building and Accessory Permits, Application for Business, License, JCC Employment Applications (Federal, State, Local and Schools), Application for Real Estate Exemption, Voter Registration, Purchase of History Books (Keystone to the Commonwealth), Notary Public Service, Collection of JCSA/HRSD Combined Water Bills and After-Hours Drop Box. Core objectives include increasing public usage of services available at the Satellite Services Office while maintaining high quality and professional support to citizens.



Staffing for Satellite Services for FY 2009 includes three full-time positions and two part-time positions and an operating budget of \$208,918.

The Satellite Services Administrator/DMV Select Coordinator was interviewed.

### ***Findings***

- Satellite Services consists of very knowledgeable, capable and dedicated employees. We were impressed with the Office's relatively small size and ability to provide maximum coverage and availability to the public. The quality of the multitude of services being provided is far in excess of the relative small size of the Office. Satellite Services is well used and respected by the community as a whole.
- The project team observed that the Office has a fairly heavy dependence on part time employees to provide services.
- Somewhat unique for a County office is the required skill for an employee in Satellite Services. Each employee learns the basics of a number of other County jobs in order to provide off-site services that are comparable to what the primary division would provide. Knowledge requirements for Satellite Services positions have apparently concerned several potential applicants for hire into not accepting a position.
- In reviewing the overall organizational structure of the County and Satellite Services, we have considered whether Satellite Services is properly placed. The Office is structurally located as a "niche" office within the County's organizational chart and reports to the Assistant County Administrator. It does not fall under the overall "umbrella" of any of the larger departments.

### ***Conclusions/Recommendations***

- Relocate Satellite Services under the new Citizen Services Department. The Office would remain in its present configuration as a separate division and would report to the Assistant County Administrator.

## **12. Board of Supervisors**

The County operates under a Charter in a manner similar to the traditional or county administrator form of government. The Board of Supervisors is a five-member body representing the five electoral districts in the County: Roberts, Jamestown, Berkeley, Powhatan and Stonehouse. The Chairman and Vice-Chairman of the Board are elected annually by its members. The Board members are elected to staggered four-year terms. This body enacts ordinances, appropriates funds, sets tax rates and establishes policies and generally oversees the operation of the County government. The Board is responsible for legislative policy, adopting County ordinances and budgets and for hiring both the County Administrator and County Attorney.

Staffing for the Board of Supervisors for FY 2009 includes one full-time position and an operating budget of \$236,424.

The Project team interviewed all five members of the Board of Supervisors.

### *Findings*

- The project team found the individual Board of Supervisors to be intelligent, personable, knowledgeable, interested, citizen oriented and quite capable of being an exceptional Board. We were very impressed with the openness and candor of the individual members.
- The majority of the discussions with the individual members were oriented on “growth management” issues. This is not unusual as this same issue is the primary concern of most elected officials in the mid-Atlantic Region.
- The project team observed awareness of Board members regarding the pending retirement of the County Administrator and of the difficulty of replacing him. There is a great deal of personal respect for the existing County Administrator.
- The Board is very clearly concerned with the current/future County budget shortfalls and has struggled to balance that reality with maintaining the high level of services the public currently enjoys.
- The Board members are aware and concerned with the increased workload of County staff as a result of the County’s inability to fund vacant positions as a result of the current budget shortfall.
- Our interaction with individual Board members indicates that the Board is still searching to find the most effective way to work as a unit. Again, this is not uncommon for new Boards and most often time working together creates the appropriate synergy.

### *Conclusions/Recommendations*

- Empower the County Administrator and senior management to implement the recommendations contained in this report. The project team’s recommendations for departments and divisions are contained in the body of this report. The report contains a number of recommendations that are primarily designed to improve effectiveness and efficiency. In some cases, these recommendations, if implemented, produce a net positive fiscal result and in other cases they come with a cost to implement.
- Work through the County Administrator to schedule a facilitated Board retreat to work on communication issues. The project team recommends that the Board as a body take an active role in working to improve internal communication. There are many tools available to facilitate the improvement of internal communication amongst elected and appointed boards and commissions. Our experience has been that the most effective method is to bring in a competent outside facilitator well schooled in elected/appointed

Boards, to help establish core talking points, and to lead the Board through a appropriate communication exercises. It is most helpful if these facilitated discussions/retreats can occur in executive session. If open meeting laws preclude this, our experience is these sessions are still helpful, but somewhat less so.

### **13. Citizen Stakeholders**

The project team requested that the Board of Supervisors each identify one citizen they felt would be reflective of a community interest and a good candidate to for us to talk with. The stakeholders selected represented a wide variety of backgrounds, interests and opinions. The interests that were represented include an appointed official, citizen activist, two people with business back grounds and a local builder. Many issues were brought up in our general discussions. Not surprisingly, the issue of growth management was a common theme with many opinions about what works and doesn't work. While these discussions were helpful in confirming what we had already found for consideration in our evaluation, we did not learn significantly new material information that warranted further action or recommendations. What was important was how similar these stakeholders' views were to those previously expressed by County staff and/or the Board of Supervisors.

## **IV. BENCHMARKING OF COMPARABLE COMMUNITIES**

### ***Introduction***

In an effort to obtain information that allows for a comparative review of James City County, a comparative benchmarking of various counties was performed. The benchmarking included a review of five counties with an emphasis on both similarities and differences of each County to provide a cross section of how others compare with James City County. The benchmarking focuses on the management and organizational structure, workload levels, responsibilities, staffing and financial details (budgets, funding sources, etc.) of the five selected municipalities.

### ***Selection Process and Data Collection***

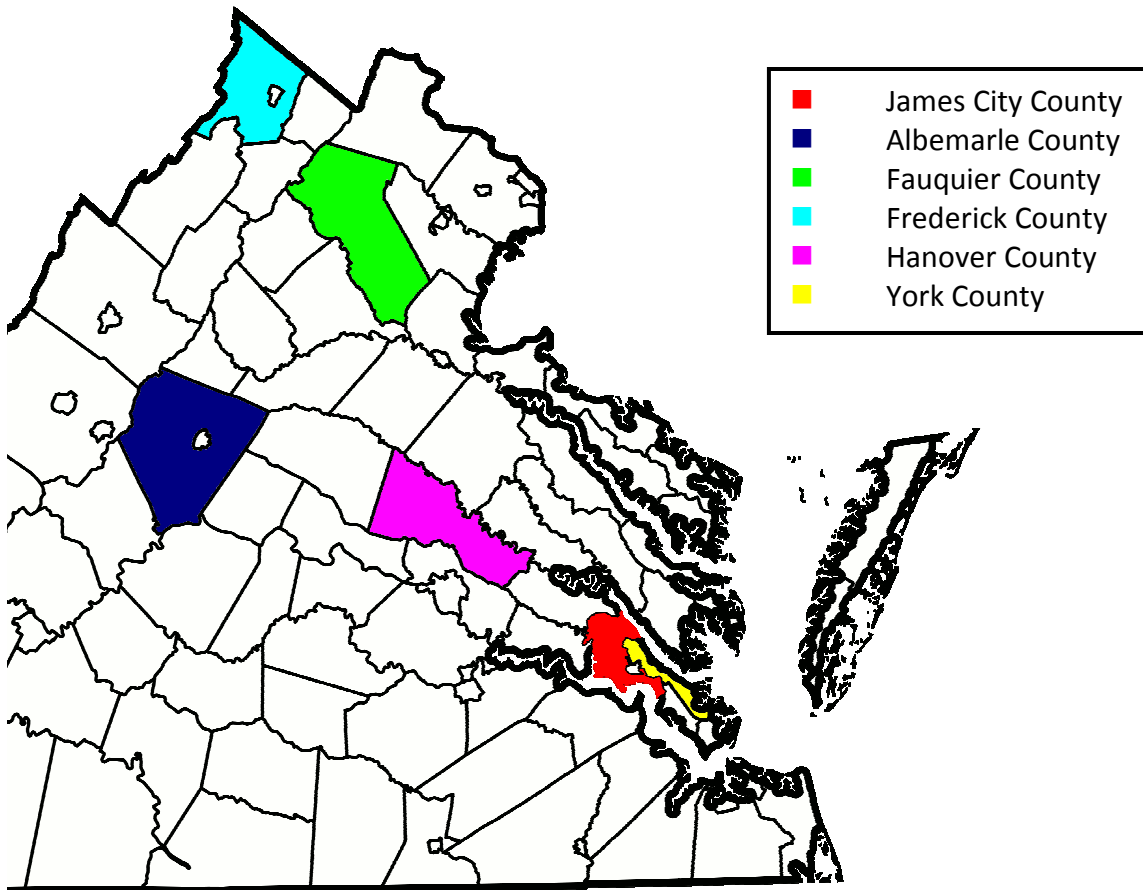
The project team along with staff from James City County selected the Virginia counties for review based upon several criteria. The general criteria include the following:

- Proximity to James City County
- Demographics of population served
- Population growth rates
- Availability of data
- Geographic location
- Similarity of responsibilities

The Virginia counties that were selected for the analysis include:

- Albemarle County
- Fauquier County
- Frederick County
- Hanover County
- York County

### *Exhibit 2 – Benchmarked Communities*



### *Organization Discussions*

Once the organizations were selected, the project team began gathering information from each entity. The latest data obtainable was included in the assessment. The sources of information include the following:

- Comprehensive annual financial reports (CAFR)
- FY 08/09 and 09/10 operating and 5-year capital budgets
- Organizational charts
- County websites
- International City/County Management Association (ICMA) performance measurements
- Virginia Association of Counties (VACo)
- National Association of Counties (NACo)
- Virginia Department of Taxation
- Virginia Auditor of Public Accounts
- U.S. Census Bureau
- Virginia Economic Development Partnership
- University of Virginia Weldon Cooper Center for Public Service

## ***Benchmarking Challenges***

A benchmarking comparison of this type is challenging due to the various types of services and activities included within or excluded from each organization. Therefore, the comparison attempts to limit discussions to the departments that are similar to James City County. Departments not included for review in the scope of services (schools, social services, constitutional offices and judicial administration for example) for the study have been excluded from the benchmarking analysis.

The project team also faced several challenges in trying to conduct an “apples to apples” comparison of the organization, governance structure and financial and staffing information for each of the benchmarked Virginia counties. In several counties, budgets and staffing levels were not consistently reported. For example, a County may show budget information for 40 divisional units but staffing information grouped into 10 departments. Also, services provided in departments and divisions within James City County may be spread over several departments or divisions or consolidated into less departments or divisions for comparative counties.

The following sections present an overview of each organization. The overview includes a general profile of the organization, management and organizational structure, staffing and budget.

### **1. Albemarle County**

#### ***Profile and Responsibilities***

Albemarle County is located in Central Virginia, approximately 110 miles southwest of Washington, DC, 70 miles west of Richmond and 115 miles northeast of Roanoke. The County is the fifth largest county in Virginia by geographical area with approximately 723 square miles and surrounds its county seat of Charlottesville. The County serves an estimated population of over 93,000.

#### ***Organizational Structure***

The County government is run by a six member Board of Supervisors, one from each magisterial district. Supervisors are elected for four-year terms which are staggered at two-year intervals.

The day-to-day operations of the County government are run by the County Executive. Under the County Executive are two Assistant County Executives with supervision over County departments. One Assistant County Executive is assigned Fiscal & Management Services (Finance, General Services, Information Technology and Human Resources) and Community Development (Department of Community Development and Facilities Development) while the other is responsible for Community Services (Fire Rescue, Police and Social Services, Parks and Recreation and Housing).

Albemarle County’s organizational chart is included in the appendix at the end of this report.

## *Staffing*

According to Albemarle County's FY 2009 Adopted Operating Budget, there are 629 general fund positions. The Project team has identified approximately 475 of those to be relevant for comparison. Departments with the highest number of personnel are Police with 151, Community Development with 84 and Fire/Rescue with 80 employees.

## *Budget*

The County's Adopted FY 2009 operating budget totals \$224.39 million. Taking out Human Services, Judicial, Non-Departmental and those services not relevant to this study results in \$48.44 million for County operations.

Capital spending on general government projects totals \$77.01 million from FY 2009 to FY 2013 with \$13.43 million allocated for FY 2009.

## **2. Fauquier County**

### *Profile and Responsibilities*

Fauquier County is located in the northern central part of Virginia, 40 miles southwest of Washington, DC and 95 miles northwest of Richmond. The County is the eighth largest in Virginia with approximately 650 square miles of land. The County services a population of slightly less than 67,000. The county seat is Warrenton.

### *Organizational Structure*

The County is organized under the Administrator form of government within Virginia and is governed by a five member Board of Supervisors representing the five magisterial districts in the County: Center, Lee, Scott, Marshall and Cedar Run. Supervisors serve four-year terms.

The County Administrator runs day-to-day operations within the government. Under the County Administrator are a Deputy County Administrator and an Assistant County Administrator. All three administrators oversee several departments within the County. The County Administrator is directly responsible for such organizational components as Agricultural Development, Budget, Community Development, Economic Development, Information Technology and Management Analysis; and is the County's liaison for the Towns of Remington, The Plains and Warrenton, the Finance and Personnel Committees, Lord Fairfax Community College and the Water and Sanitation Authority. The Deputy Administrator is the County's direct report for the Airport, Comprehensive Services, Environmental Services, Finance and General Services and serves as the County's liaison for the Registrar, Housing and various committees pertaining to Capital Review, Finance and Revenue. The Assistant County Administrator is the direct report for Adult Court Services, Emergency Services, GIS, Human Resources and Parks and Recreation and is the County's liaison for such organization components as the Courts, Health Department, Regional Jail Board, Volunteer Fire and Rescue Association and various committees for Personnel, Public Safety and Human Rights.



Fauquier County's organizational chart is included in the appendix at the end of this report.

### *Staffing*

There are 628 full-time equivalent positions within the Fauquier County government according to the FY 2009 Budget. Of these, 425 are within General Fund County departments. Departments with the largest number of staff include Sheriff with 130, General Services with 60, Community Development with 46 and Fire and Emergency Services with 39.

### *Budget*

The total FY 2009 budget for Fauquier County is \$326.12 million. This includes the General Fund as well as such funds as Schools, Affordable Housing, Airport Enterprise Funds. Taking out those services and funds not relevant to James City results in \$47.58 million in County operations.

General government capital projects for the period from FY 2009 to FY 2013 total \$33.37 with \$6.70 million allocated for FY 2009.

## **3. Frederick County**

### *Profile and Responsibilities*

Frederick County is the northernmost County in Virginia, approximately 80 miles northwest of Washington, DC. The County has a total area of 415 square miles. The county seat is Winchester, and the County population is a little less than 74,000.

### *Organizational Structure*

The County government is run by a seven member Board of Supervisors, one from each magisterial district - Shawnee, Opequon, Gainesboro, Stonewall, Back Creek and Red Bud and one chairman-at-large. Board members are elected for four-year terms which are staggered at two-year intervals.

Overseeing day-to-day operations within the County are the County Administrator and Assistant County Administrator. All departments are under the supervision of the County Administration. These include the Departments of Assessment, Human Resources, Information Technology, Finance, Planning & Development, Public Safety Communications, Fire & Rescue, Parks and Recreation, Engineering & Inspections, Economic Development and Victim Witness and the Division of Court Services.

Frederick County's organizational chart is included in the appendix at the end of this report.

### *Staffing*

There are 758 employees budgeted for FY 2009. After taking out those departments not applicable for the comparison such as constitutional offices, Social Services, Division of Court

Services, Regional Jail, Landfill, Airport, there are 361 employees for general government operations. The departments with the largest number of staff include Sheriff with 127, Fire and Rescue with 81 and Parks and Recreation with 41.

### *Budget*

Total expenditures for Frederick County equal \$255.55 million for FY 2009. Lessing out separate funds for Regional Jail, Landfill, Court Services, and Schools and expenditures on non-study related general fund services such as constitutional offices and Judicial Administration results in a County operations budget of \$39.58 million.

Capital projects for general government departments for FY 2009 to FY 2013 total \$48.19 million with \$20.32 million allocated for FY 2009.

## **4. Hanover County**

### *Profile and Responsibilities*

Hanover County is located on the northern edge of the Richmond metropolitan area. It is about 10 miles from Richmond, 90 miles south of Washington, DC and 108 miles northwest of Norfolk. The County has a total area of 473 square miles with a population of over 97,000. The county seat is Hanover.

### *Organizational Structure*

Hanover County is run by a seven member Board of Supervisors, each representing the magisterial districts within the County: South Anna, Ashland, Beaverdam, Chickahominy, Cold Harbor, Henry and Mechanicsville. Board members are elected to four-year terms.

County administration includes a County Administrator, two Assistant County Administrators and two Deputy County Administrators who each supervise numerous departments. The County Administrator directly supervises the departments of Human Resources and Economic Development. One of the Deputy County Administrators supervises the departments of Planning, Public Works, Public Utilities and Parks and Recreation while the other Deputy County Administrator supervises the departments of Finance, Assessor's Office, Fleet Services, Information Technology, Purchasing and General Services and Facilities Management.

One of the Assistant County Administrators supervises the Department of Community Resources, Community Corrections and all of the County's human services agencies in addition to being responsible for intergovernmental relations and Public Information while the other Assistant County Administrator supervises Fire/EMS, Animal Control, Emergency Communications and Building Inspections.

Hanover County's organizational chart is included in the appendix at the end of this report.

## *Staffing*

There are 1,179 full-time County positions approved for FY 2009. Of these, 745 positions represent general government operations. This excludes constitutional offices, Judicial Administration, Human Services and Public Utilities. Departments with the greatest number of employees include Sheriff with 221, Fire/EMS with 152, Emergency Communications with 51 and Parks and Recreation with 50.

## *Budget*

The total FY 2009 Adopted Operating Budget equals \$216.68 million. Excluding those departments and components not relevant for this comparison to James City (constitutional offices, Judicial Administration, Human Services, Education, Debt Service, Nondepartmental and Capital Projects) results in approximately \$68.97 million for County operations.

According to the County's 5-year Capital Improvements Program (FY 2009 – FY 2013), the County has \$37.23 million of planned General Fund capital projects. This excludes projects related to Courts, Healthcare, Schools, Airport, Non-Departmental and Water and Sewer Enterprise Funds. Capital projects for just FY 2009 total \$8.25 million.

## **5. York County**

### *Profile*

Along with James City County, York County is located on the Virginia Peninsula in the Hampton Roads region. The County is 160 miles south of Washington, DC and 50 miles southeast of Richmond. The County has a total land area of 106 square miles. The county seat is Yorktown and the County population is slightly over 64,500.

### *Organizational Structure*

The County is governed by a five member Board of Supervisors, one each from the five election districts. Supervisors serve four-year terms while the Chairman and Vice Chairman are elected to serve for one year. The current Board of Supervisor's term ends on December 31, 2011.

Day-to-day operations of the County are run by the County Administrator and Assistant County Administrator. Under County administration are five departments which are further broken down into several divisions: Community Services which includes Parks & Recreation, Children's and Juvenile Services and Special Programs; Environmental & Development Services which includes Utilities Operations and Engineering, Waste Management, Building Regulation and Development & Compliance; Financial & Management Services which includes Budget, Fiscal Accounting Services, Central Purchasing, Human Resources, Computer Support Services and Emergency Communications; Fire & Life Safety which includes Fire & Rescue, Prevention & Community Safety and Technical Services/ Special Operations; and General Services which includes Engineering & Facility Maintenance, Construction & Grounds Maintenance and Vehicle & Equipment Maintenance.

York County's organizational chart is included in the appendix at the end of this report.

### *Staffing*

Total approved County personnel equals 777 positions for FY 2009. 286 of these positions are in constitutional offices, special revenue funds and enterprise funds unrelated to James City County. The largest departments in terms of personnel are Fire & Rescue Operations with 129, Law Enforcement with 58, Grounds Maintenance & Construction with 46 and Emergency Communications/911 with 30.

### *Budget*

York County's Adopted FY 2009 Budget totals \$129.56 million. Excluding departments and components not relevant or comparable to James City (Judicial Services, Education, Human Services, Capital Outlay and Non-Departmental) yields roughly \$48.41 million for County operations. General fund related capital projects total \$52.51 million from FY 2009 to FY 2013 with \$7.60 million allocated for FY 2009.

### *Observations and Conclusions*

The benchmarking demonstrates that while there are some similarities between James City County and the jurisdictions selected for comparison, there are certainly more differences.

The following specific observations were made during the course of the benchmarking analysis:

- The governing body within all of the benchmarked counties is similar. All Counties are governed by a Board of Supervisors ranging from five to seven members.
- James City, Frederick and York Counties have a County Manager/Administrator with one Assistant County Manager/Administrator responsible for all departments. The other three counties have the reporting departments allocated to more than one Assistant Manager/Administrator. Albemarle County has a County Executive with two Assistant County Executives, Fauquier County has a County Administrator with a Deputy County Administrator and an Assistant County Administrator while Hanover County has a County Administrator with two Assistant County Administrators and two Deputy County Administrators.
- James City County has the second highest population density behind York County.
- The number of County full-time positions per 1,000 residents was lower in all of the benchmarked communities when compared to James City County. The number of County full-time positions per square mile of area was also lower in all of the benchmarked communities when compared to James City County, with the exception of York County. This is by no means an indicator of a lack of productivity or efficiency, due to the difficulties in comparing jurisdictions as alluded to above in *Benchmarking Challenges*. Also, while the number of personnel required in some departments certainly varies depending on population size and area (e.g., Police, Fire, Emergency Services), in

other departments it does not (e.g., Finance, Human Resources, and other support services).

- James City County has the second lowest operating budget for Public Safety (Police, Fire, EMS and Emergency Communications) and the lowest Public Safety operating budget per full-time position.
- James City County has the lowest Police operating budget per full time position and the second lowest Fire (Fire, EMS, Emergency Communications) operating budget per full time position.
- The County has the lowest Non-Public Safety operating budget per full-time position.
- The FY 2009 capital budget for James City County was the lowest of the benchmarked communities while the five-year CIP was slightly below the median.
- All of the benchmarked counties have a Public Works Department, with the exception of James City County and York County.
- With the exception of Hanover County, James City County has a higher property tax rate than all of the other benchmarked communities.

The comparison of James City County with other communities within Virginia served to reinforce many of the initial observations made by the project team. Many of the observations are mentioned above and are spelled out specifically in the Conclusions/Recommendations Section for each division. A chart comparing various criteria for the benchmarking communities appears below.

*Exhibit 3 – Comparison of James City County to Benchmarked Communities*

	<b>James City</b>	<b>Albemarle</b>	<b>Fauquier</b>	<b>Frederick</b>	<b>Hanover</b>	<b>York</b>
County Seat	Williamsburg	Charlottesville	Warrenton	Winchester	Hanover	Yorktown
Population <sup>1</sup>	63,378	93,668	66,801	73,887	97,785	64,526
Area (square miles) <sup>2</sup>	143	723	650	415	473	106
Population Density	443	130	103	178	207	611
FY 2009 Capital Budget <sup>3</sup>	\$ 5.17	\$ 13.43	\$ 6.70	\$ 20.32	\$ 8.25	\$ 7.60
5-Year (FY 2009 - FY 2013) Capital Plan <sup>3</sup>	\$ 40.62	\$ 77.01	\$ 33.37	\$ 48.19	\$ 37.24	\$ 52.51

	<b>James City</b>	<b>Albemarle</b>	<b>Fauquier</b>	<b>Frederick</b>	<b>Hanover</b>	<b>York</b>
FY 2009 Total Operating Budget <sup>3</sup>	\$ 176.07	\$ 224.39	\$ 326.12	\$ 255.55	\$ 216.68	\$ 129.56
FY 2009 General Fund Operating Budget <sup>34</sup>	\$ 46.68	\$ 48.44	\$ 47.58	\$ 39.58	\$ 68.97	\$ 48.41
FY 2009 Public Safety Operating Budget	\$ 20.19	\$ 25.04	\$ 20.08	\$ 24.38	\$ 40.42	\$ 22.84
FY 2009 Police Operating Budget	\$ 8.48	\$ 12.76	\$ 10.61	\$ 13.97	\$ 20.79	\$ 8.65
FY 2009 Fire Operating Budget	\$ 11.71	\$ 12.28	\$ 9.47	\$ 10.41	\$ 19.63	\$ 14.18
FY 2009 Non-Public Safety Operating Budget	\$ 26.49	\$ 23.40	\$ 27.50	\$ 15.20	\$ 28.55	\$ 25.57
Total County Full-time Positions	605	629	628	758	1,179	777
Number of General Fund Full-time Positions <sup>4</sup>	529	475	425	361	745	492
Number of Public Safety Full-time Positions	241	232	194	251	462	261
Number of Police Full-time Positions	103	152	131	134	236	93
Number of Fire Full-time Positions	138	80	64	118	226	168
Number of Non-Public Safety Full-time Positions	288	243	231	110	283	231
General Fund Operating Budget per Full-time Position	\$ 88,324	\$ 102,091	\$ 111,925	\$ 109,634	\$ 92,576	\$ 98,500
Public Safety Operating Budget per Full-time Position	\$ 83,944	\$ 108,159	\$ 103,459	\$ 97,128	\$ 87,503	\$ 87,587
Police Operating Budget per Full-time Position	\$ 82,711	\$ 84,197	\$ 81,330	\$ 104,626	\$ 88,078	\$ 92,805
Fire Operating Budget per Full-time Position	\$ 84,860	\$ 153,538	\$ 148,867	\$ 88,609	\$ 86,902	\$ 84,681
Non-Public Safety Operating Budget per Full-time Position	\$ 91,982	\$ 96,310	\$ 119,038	\$ 138,169	\$ 100,853	\$ 110,832

	<b>James City</b>	<b>Albemarle</b>	<b>Fauquier</b>	<b>Frederick</b>	<b>Hanover</b>	<b>York</b>
County Full-time Positions per 1,000 County Residents	8.34	5.07	6.36	4.89	7.62	7.62
County Full-time Positions per Square Mile of Area	3.70	0.66	0.65	0.87	1.58	4.65
FY 09 Real Estate Property Tax Rate	0.770	0.710	0.720	0.525	0.810	0.658

<sup>1</sup>Provisional 2008, Weldon Cooper

<sup>2</sup>US Census

<sup>3</sup>in millions

<sup>4</sup> Excludes non general fund expenses/positions and general fund expenses/positions not related to the James City County departments examined in this report such as judicial, education, constitutional offices, social services, regional jail, special funds, etc.



## V. PRIORITY RECOMMENDATIONS

### *Introduction*

In Section III of this report we outlined our findings and recommendations by County department/division. Our recommendations included cost savings wherever they could be qualified. Likewise, we quantified estimates of potential cost increases relating to our recommendations wherever possible. All of our recommendations were intended to improve overall effectiveness and efficiency in the County's delivery of services.

In this section, we have evaluated and prioritized those recommendations and identified what we consider to be the ***six highest priority recommendations*** for consideration and implementation by the County. We recommend that these priority recommendations be acted upon immediately if possible, but in no case later than the end of Fiscal Year 2010.

**The following provides a brief summary of these priority recommendations. The analysis, findings, conclusions and justifications for these recommendations are further discussed under their respective functional department and divisional write-ups in *III. James City County Department Evaluations* and "*As-Is Enhanced*" Model in Section II.**

### 1. Organizational Changes

Create a new Citizen Services Department under the management of the Assistant County Administrator. The Department would consist of the following existing departments and divisions:

- Communications
- Satellite Services
- Economic Development
- Neighborhood Connections
- Cooperative Extension Services

Maintain a Community Services Department that would consist of those departments and divisions that are not recommended for inclusion in a new Citizen Services Department. Community Services would consist of the following divisions:

- Social Services
- Housing and Community Development
- Colonial Community Corrections
- Parks and Recreation

Move Stormwater from General Services to Development Management as a standalone division reporting to the Development Manager.

## 2. Funding for Vacant Staff Positions

- Fill two vacant Groundskeeper I positions within Grounds Maintenance in FY 2010.
- Fill three FY 2010 BOS approved/not-yet new positions within the Police Department.
- Fill three FY 2010 BOS approved/not-yet new positions within the Fire Department.
- Fill one FY 2010 BOS approved/not-yet funded new position with Emergency Communications.
- Hire two additional civilian administrative staff for Police Department in FY 2010.
- Hire two additional civilian administrative staff for Fire Department in FY 2010.
- Hire one additional Programmer/Analyst position for Information Resources Management in FY 2010.

## 3. Purchase of Laptops/Mobile Devices

- Purchase approximately 20 laptops/mobile devices for Stormwater, Environmental and Code Compliance Inspectors for field work to connect to existing County data sources (i.e., *CaseTrak*, HMS software) and write reports. Estimated one time cost is \$65,000 with recurring annual costs of \$12,000.
- Implement IT process/system improvements to utilize laptops/mobile devices.
- Implement modified version of HMS software in Codes Compliance Division.

## 4. Facilitated Retreat for Board of Supervisors

- Organize a facilitated Board of Supervisors “retreat” during the current FY 2010 budget deliberations.

## 5. Reconsideration of Stormwater Utility Fee

- Reconsider full or partial implementation of the Stormwater Utility Fee. During reconsideration, previous efforts should be examined, problems identified and adjustments made where appropriate.

## 6. Development of Detailed Implementation Plan/Schedule

- Develop a detailed implementation plan and schedule to ensure that the report’s recommendations are properly implemented, and that the follow up training and resource documents can be developed in a timely manner.

## VI. SUMMARY OF CONCLUSIONS/RECOMMENDATIONS

Below is a summary of all James City County department and division conclusions/recommendations. The table includes one-time costs, annual costs and annual savings that were able to be quantified. While other conclusions/recommendations included in the summary will certainly have cost and cost saving implications, they cannot currently be clearly quantified without additional analysis.

Conclusion/Recommendation	One-time Cost	Annual Cost	Annual Savings	Net Annual Savings/ (Cost)
<b>Development Management</b>				
Give the Development Manager and his recent appointments “time” to grow into their respective positions.				
Set up a “Growth Management Summit” between the Planning Commission, Board of Supervisors, County Attorney, County Administrator and Development Manager and senior staff.				
Continue identified efforts for improving the development review processes through efforts already underway (i.e., text amendments, policy documents, staff reports, the developers’ round table, etc).				
Develop an “employee training program” for the relatively large number of junior staff in Planning and Zoning.				
Resolve the status of any remaining “acting” employees as soon as possible.				
Institute regular staff meetings with the whole Department and require subordinate managers to hold regular staff meeting as well.				
Work with the County Administrator to develop a Strategic Facilities Plan for County departments.				
<b>Planning and Zoning</b>				
Give the Planning Director/Assistant Development Manager “time” to grow into his position.				
Ensure all directions or assignments are issued directly through the Development Manager or Director of Planning and Zoning				
Initiate divisional staff meetings and request departmental staff meetings if they are not occurring frequently enough.				
Move quickly to resolve “acting capacity” status of employees as soon as possible				

Conclusion/Recommendation	One-time Cost	Annual Cost	Annual Savings	Net Annual Savings/ (Cost)
<b>Code Compliance</b>				
Implement more frequent updates to the Division's website.				
Consider more flexibility in the number of annual evaluation performed.				
Implement HMS software for Code Compliance.				
Purchase new/utilize existing laptops with web capability for all inspectors in the field.	\$26,000	\$4,800	\$83,500	\$78,700
<b>Environmental</b>				
Consider more flexibility in the number of annual evaluations performed.				
Ensure all directions or assignments are issued directly through the Development Manager or Environmental Director.				
Purchase new /utilize existing laptops with web capability for all inspectors in the field.	\$22,750	\$4,200	\$27,200	\$23,000
<b>General Services</b>				
Utilize the MP2 software and its modules to a greater extent (monitoring of work flow, asset management, etc.).				
Evaluate implementation of an online/web-based work order system (using MP2 capabilities if available) for management and tracking of work being performed and completed. Consider enabling lead technicians in the field (e.g., HVAC, Electrical, Building Maintenance, Custodial) to close out work orders for their staff and themselves.				
Provide training or written procedures on how to utilize software system to its fullest extent (e.g., report generation, work order tracking and asset management) by administrative staff.				
Expand existing and implement additional performance measurements.				
Track the quality of work completed and the time it takes to complete work performed.				
Continue to improve documentation of written procedures and processes to facilitate knowledge transfer and ensure work is completed in an efficient manner.				
<b>Facilities Management</b>				
Continue to provide cross-training to Facilities Management technicians to alleviate any backlogs that may arise and accommodate for unexpected absences.				
After the work backlog has been eradicated, have maintenance technicians perform work that would normally be outsourced.				

<b>Conclusion/Recommendation</b>	<b>One-time Cost</b>	<b>Annual Cost</b>	<b>Annual Savings</b>	<b>Net Annual Savings/ (Cost)</b>
Continue to track available resources and inventory of parts in use throughout the County to better perform preventative maintenance.				
Add a storage area or small warehouse to store parts that are used frequently (to avoid having to visit stores multiple times per day) or cannot be acquired relatively quickly (to avoid not being able to complete a work order in a timely manner).				
<b>Capital Projects and Contracts</b>				
Develop performance measures for tracking term contracts.				
Budget capital projects to maximize sustainability and energy efficiency.				
Track and retain project documentation related to capital projects more efficiently for future use and retrieval.				
Create design and construction standards and procedures for County projects to ensure quality assurance/quality control.				
Evaluate ways in which the County can utilize the internal resources and expertise it currently possesses for applying support services to capital projects before outsourcing or using non-expert personnel.				
<b>Grounds Maintenance</b>				
Eliminate the \$115,000 spent on contracting services and hire the cost equivalent (or less) in staff to perform these tasks.		\$57,000	\$115,000	\$58,000
Require groundskeepers to provide notification to their customer when work has been completed. If the work completed is after-hours and notification cannot be given, provide a point of contact for the customer to reach if he/she has any concerns				
<b>Fleet and Equipment</b>				
Using the established vehicle replacement schedule, the County should continue to evaluate the replacement of vehicles that have met the end of their useful lives with alternative energy vehicles.				
Using the asset management module in MP2 maintained by the department, track and evaluate the cost and labor it takes to go through work order process and repair small engine parts vs. replacing them with new models.				
Maintain and monitor warranty information for vehicles and equipment to determine if repair or replacement can be performed by the manufacturer before doing so in-house.				

<b>Conclusion/Recommendation</b>	<b>One-time Cost</b>	<b>Annual Cost</b>	<b>Annual Savings</b>	<b>Net Annual Savings/ (Cost)</b>
Track the quality of work completed and the time it takes to complete work performed.				
Select a Lead Mechanic or Shop Foreman. Put Mechanic I back on small engines maintenance and hire administrative employee.				
Evaluate the costs savings that could be realized by having outsourced work (that the County has the skill set and equipment resources to complete) performed by Division staff.				
Establish clear guidelines for promotion with specific steps along pay scale.				
Investigate the cause of intranet failures.				
<b>Solid Waste and Recycling</b>				
Explore additional interdepartmental and energy saving measures that will help the County.				
Replace any parts or equipment that pose as potential safety hazards. Coordinating with the Department using asset management software, track and evaluate the need for replacing equipment and parts in terms of such factors as useful life, criticality, probability of failure, consequence of failure and what strategies may be employed.				
Evaluate/increase charges for convenience center coupon books and future curbside collection services to ensure full cost recovery.				
Encourage increased volunteer participation by citizens to join the James City County Clean County Commission.				
<b>Stormwater</b>				
Move the Stormwater Division in its entirety under Development Management as a standalone division.				
Reconsider full/partial implementation of the Stormwater Utility Fee.				
Provide inspectors with the technology necessary to efficiently perform their jobs, whether it is laptops or other mobiles devices that will allow access to such tools as forms, permit data, email and calendars.	\$16,250	\$3,000	\$22,000	\$19,000
Provide employees in the field with vehicles so that day to day work is not hindered due to the lack of access to review sites.				
Discourage the use of personal vehicles for site visits as they may create a liability for the County as well.				
Add performance measures such as the number of plans reviewed for private streets issues and the number of private street projects administered.				

Conclusion/Recommendation	One-time Cost	Annual Cost	Annual Savings	Net Annual Savings/ (Cost)
<b>Human Resources</b>				
Continue efforts to implement the new HRIS system and new web-based HR/Payroll software.				
As part of the Departments ongoing “process improvements” efforts, establish a series of HR focus areas for discussion with interested County parties to analyze process issues and jointly work towards identifying and implementing improvements.				
Continue to support the Office of Training and Quality Performance’s efforts to improve the County’s Succession Planning and Knowledge Retention program and enhance cross training efforts.				
<b>Communications</b>				
Implement steps to centralize several key components of the development, review and approval of public information content.				
Develop an operational plan to reduce the number of people and reviews each department would use in their own internal review and approval process.				
Continue to utilize the skills, knowledge and talents of the various departments staff assigned to public information duties (JCSA, Parks and Recreation Police, Fire, Neighborhood Connections, etc.) under the more centralized approach described above.				
Consistent with the two recommendations above and as part of the Department’s ongoing “process improvements” efforts, bring forward for discussion the issue of “Centralizing Public Information” with interested County parties to analyze process issues and jointly work towards identifying and implementing improvements				
Relocate the Communications Division in its entirety into a new Citizens Services Department.				
<b>Training and Quality Performance</b>				
Continue to support and expand the County’s succession planning and knowledge retention program.				
Continue efforts to enhance the County’s cross training program.				
Consistent with the two recommendations above and as part of the Department’s ongoing “process improvement” efforts, present the issue of “cross training efforts and programs” for discussion with interested County parties to analyze process issues and jointly work towards identifying and implementing improvements.				



Conclusion/Recommendation	One-time Cost	Annual Cost	Annual Savings	Net Annual Savings/ (Cost)
<b>Financial and Management Services</b>				
Perform an organizational and operational analysis of the Commissioner of Revenue's Office and Treasurer's Office to improve coordination of data between these two offices and FMS.				
Within the next three years, consider adding an Internal Auditor position within FMS to analyze the County's business processes and procedures.				
Create a plan for cross training employees within Financial and Management Services to motivate staff and allow them to experience other positions that may be of interest to them.				
Continue to document processes and procedures to alleviate transfer of institutional knowledge of retiring Departmental employees				
<b>Information Resources Management</b>				
Continue to look for ways in which Information Technology can improve the services provided to customers, both internal and external.				
Continue to focus on providing online services such as e-payment and database access to internal and external customers.				
Hire another programmer/analyst to help alleviate the backlog of outstanding programming projects.		\$82,500		(\$82,500)
Move the currently standalone Web Interaction Designer and Web Master to the Internet Technology unit so collaboration between web development and software programming can be further promoted.				
Develop an IT master plan/governance program to ensure the goals of IT and the Board of Supervisors are in alignment.				
Develop a comprehensive data backup and disaster recovery plan for County data sites.				
Provide more detail on workload indicators within all units of the Division.				
Continue efforts by IRM to eliminate the redundancy of uploading Board meeting documents by the Board secretary and Publication Management by assigning this responsibility only to Publications Management.				
Continue to encourage the electronic submittal of documents that are already electronic or not easily scannable.				
Provide web access to scanned or FOIA requested documents when possible to alleviate the gathering of information by staff.				

<b>Conclusion/Recommendation</b>	<b>One-time Cost</b>	<b>Annual Cost</b>	<b>Annual Savings</b>	<b>Net Annual Savings/ (Cost)</b>
Provide a central location and storage holding area for storing documents waiting to be sent to offsite storage				
<b>Real Estate Assessments</b>				
Continue efforts to integrate the appraisal and billing software to eliminate redundancy of data entry.				
Work with IT on continuing to put real estate and assessment data on the website for external customers to access to alleviate office visits.				
Evaluate assessing and billing properties on a fiscal year cycle to synchronize the assessment value with the billed value and avoid confusion by County property owners.				
Continue to work with other divisions on address/house numbering information. Standardize and implement a checks and balances process for entering property information into databases used by several divisions.				
Consider hiring interns from local colleges or universities to help with the workload created from the two position vacancies.				
Educate other departments within the County of the capabilities and features available through the County's GIS				
<b>Purchasing</b>				
Provide more detail on performance metrics on purchasing and procurement activities to better evaluate transactions, contracts, vendors and the bidding process (number of bids/proposals received, amounts awarded, length of proposal process, etc.)				
Continue to consolidate the recurring needs of County departments in a detailed file.				
Ensure purchasing incentives are taken advantage of such as vendors that allow acceptance of electronic payments or provide discounts for early payment.				
Work with Human Resources to modify the current compensation plan to allow for the potential of additional bonuses/incentives.				
<b>Accounting</b>				
Evaluate the workload and fees charges to each of the agents for which the Division provides fiscal agent services to ensure adequate cost recovery.				
Continue to hire college interns and encourage other departments to do so as well as it is a cost effective manner of managing workloads given the current budget environment.				

<b>Conclusion/Recommendation</b>	<b>One-time Cost</b>	<b>Annual Cost</b>	<b>Annual Savings</b>	<b>Net Annual Savings/ (Cost)</b>
Consider the development of a central budgeting database for use by individual departments/divisions.				
Evaluate other activities within the Division that will reduce redundancies and allow the County to provide cost effective services to both internal and external customers.				
Stress the importance of the revenue obtained through grants to County departments.				
<b>Risk Management/Safety</b>				
On a periodic basis, analyze the coverage amounts, fee structure and terms of the various policies held by the County to ensure adequate and cost effective coverage.				
Evaluate various cost effective training and orientation programs that can be provided using technology the County currently possesses.				
Expand existing performance criteria for risk management and safety.				
<b>Community Services</b>				
Allow decisions to be made by those who have been formally authorized to do so by management and as outlined within their job description.				
Expand existing performance measures to include criteria that more clearly gauge customer satisfaction with the services provided by Community Services.				
Create a new Citizen Services Department under the management of the Assistant County Administrator.				
Maintain a Community Services Department that would consist of those divisions that are not recommended for inclusion in a new Citizens Services Department.				
<b>Neighborhood Connections</b>				
Evaluate options for providing incentives to those departments that do not have formalized career ladders for promotion. Develop a cross training program to allow employees to temporarily work in various departments throughout the County.				
Move Neighborhood Connections to a new Citizen Services Department under the management of the Assistant County Administrator, as detailed above in Community Services Department Conclusions/Recommendations				
Expand the current Division performance measures to include more details than just the number of connected neighborhoods.				

Conclusion/Recommendation	One-time Cost	Annual Cost	Annual Savings	Net Annual Savings/ (Cost)
<b>Parks and Recreation</b>				
Evaluate current fees charged to both residents and non-residents for services provided by Parks and Recreation.				
Empower supervisors to make decisions granted to them through their job descriptions and clearly set policies and procedures.				
Eliminate the number of documents being sent via interoffice mail for processes such as hiring.				
Develop a comprehensive asset maintenance program for equipment and facilities operated by the Division.				
As mentioned in General Services, have maintenance employees provide notification to the customer when the work has been completed and, when possible, obtain signature by customer that the work has been successfully completed.				
Standardize policies and procedures (to avoid confusion and maintain consistency throughout the Division) on activities such as maintenance of grounds and facilities, fees charged for programs, travel reimbursement, training and promotion.				
Evaluate the recruitment and retention strategies undertaken by Division management to develop an appropriate mix of staff.				
Provide training to staff who utilize the Parks and Recreation software and to those within Management & Resources for using graphic design software and updating the website. Add content and improve the design and usability of the website for citizens.				
Evaluate the cost savings of reducing the amount of office space occupied by Prevention Services to consist of a central office containing a filing system/document repository with the expense of providing counselors with laptops to be used remotely.				
<b>Police</b>				
Maintain the current CIP schedule for design, engineering and construction of new Police Department facility.				
<b>Investigations</b>				
Create a dedicated Major position to command the Investigations Division.				
Assign new civilian administrative staff to transcribing duties.				

Conclusion/Recommendation	One-time Cost	Annual Cost	Annual Savings	Net Annual Savings/ (Cost)
<b>Uniform Patrol</b>				
Fill any approved/not-yet funded FY 2010 Police Officer positions approved by the Board of Supervisors.				
Revise Patrol Division's "productivity" data tracking forms.				
Define and formalize through written policy, the relative importance of "productivity" within the patrol officer's annual performance evaluation.				
<b>Community/Administrative Services</b>				
Hire additional civilian administrative staff.		\$65,000	\$94,000	\$29,000
<b>Animal Control</b>				
As the highest priority for additional new staff within the Police Department should be within the Uniform Patrol Division, do not hire Animal Control positions at this time				
<b>Fire</b>				
Continue the efforts to achieve accreditation.				
Continue the efforts to form additional mutual aid agreements with neighboring jurisdictions and regionalize when possible (standard operating procedures, safety standards, training, etc.).				
Hire two administrative positions to assist Fire Administration with such tasks as the accreditation process, budgeting, reporting, public information, purchasing and special events.		\$65,000	\$122,000	\$57,000
Continue efforts to develop a formal officer development and training program for promotion of employees and training of officers to better prepare them for the roles and responsibilities of management (task delegation, goal setting, conflict resolution, etc.).				
Create and track performance measures related to IT services, functions, hardware and software within Public Safety pertaining to such issues as tech support requests, repairs, outages and updates.				
For those files related only to the Fire Department, collect and maintain them in a central location within Fire Administration. For files related to other functions such as personnel, training records, certification or payroll, make sure Human Resources maintains current records.				
Explore the various abilities, options and modules included in the Firehouse software the Department owns.				

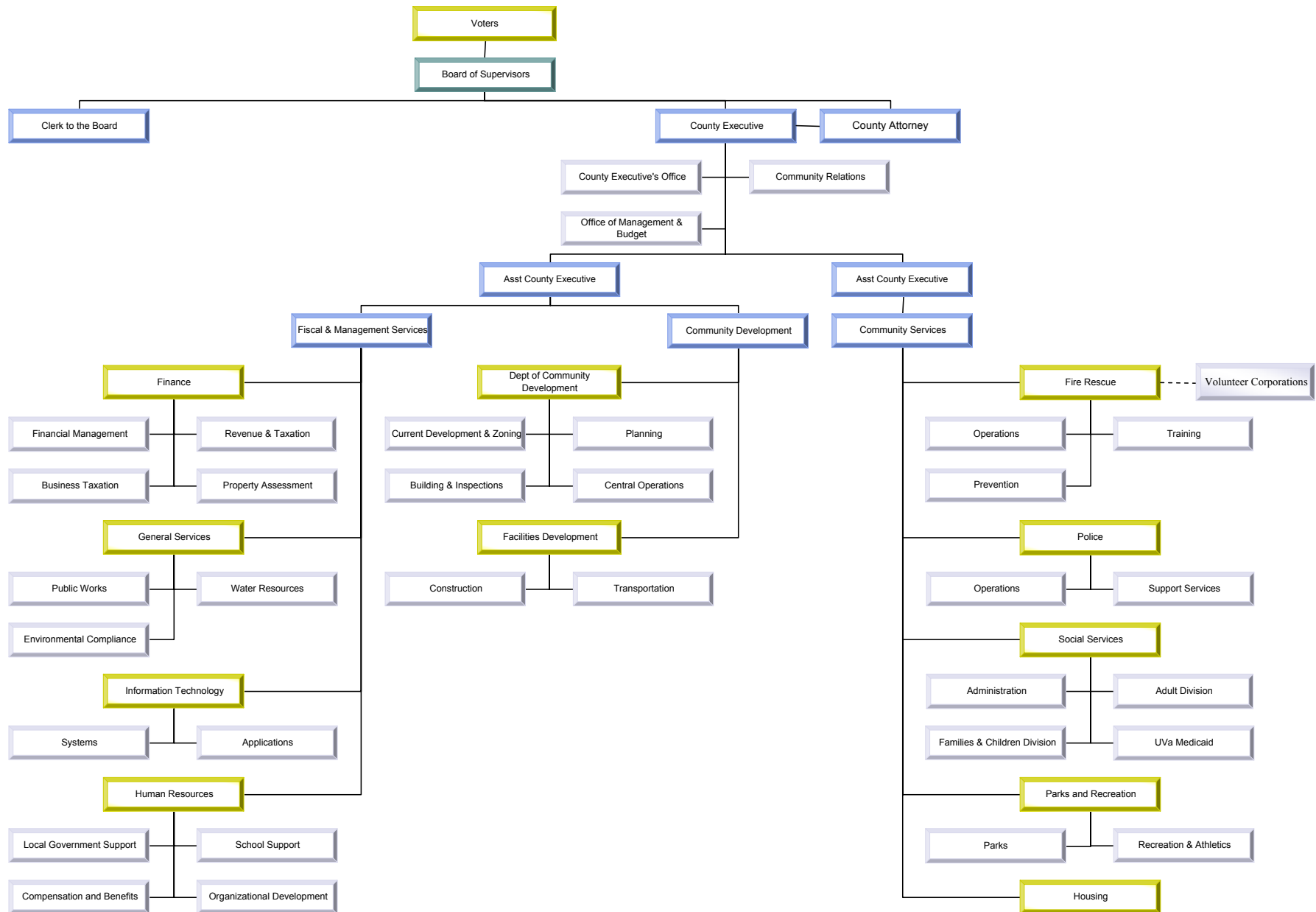
Conclusion/Recommendation	One-time Cost	Annual Cost	Annual Savings	Net Annual Savings/ (Cost)
<b>Operations</b>				
Fill any approved/not-yet funded FY 2010 Fire/EMS Rescue Technician positions approved by the Board of Supervisors.				
Look into adding administrative assistance to the Support Services and Training unit, whether it is as a part-time employee or an intern who can help with tasks such as record keeping, maintenance of CPR cards or sending faxes/making copies.				
Expand existing performance measures				
Continue to evaluate and improve (where appropriate) the current hiring process used by the Department.				
Continue development of a long-term strategic plan outlining Department-wide goals and expectations through the current accreditation process currently underway.				
Standardize processes relating to promotion, certification requirements, training and disciplinary actions when possible.				
Continue to standardize, update and add standard operating procedures for emergency procedures that do not currently exist for various situations (car accidents, structural fires, hazardous materials, etc.).				
<b>Emergency Management</b>				
Have Public Safety administration evaluate the coordination of grant management within Public Safety as to the effectiveness of securing much needed funding and ensuring that grants are being utilized to their fullest extent.				
Expand and create new performance measures for the Division.				
Expand and create new performance measures for the Division.				
Collaborate with neighboring jurisdictions and the Hampton Roads region on emergency response procedures and management to alleviate workload and duplication of activities within region.				
<b>Emergency Communications</b>				
Fill any approved/not-yet funded FY 2010 Emergency Communications positions approved by the Board of Supervisors.				
The Division should continue to cross train officers on the use of all systems.				

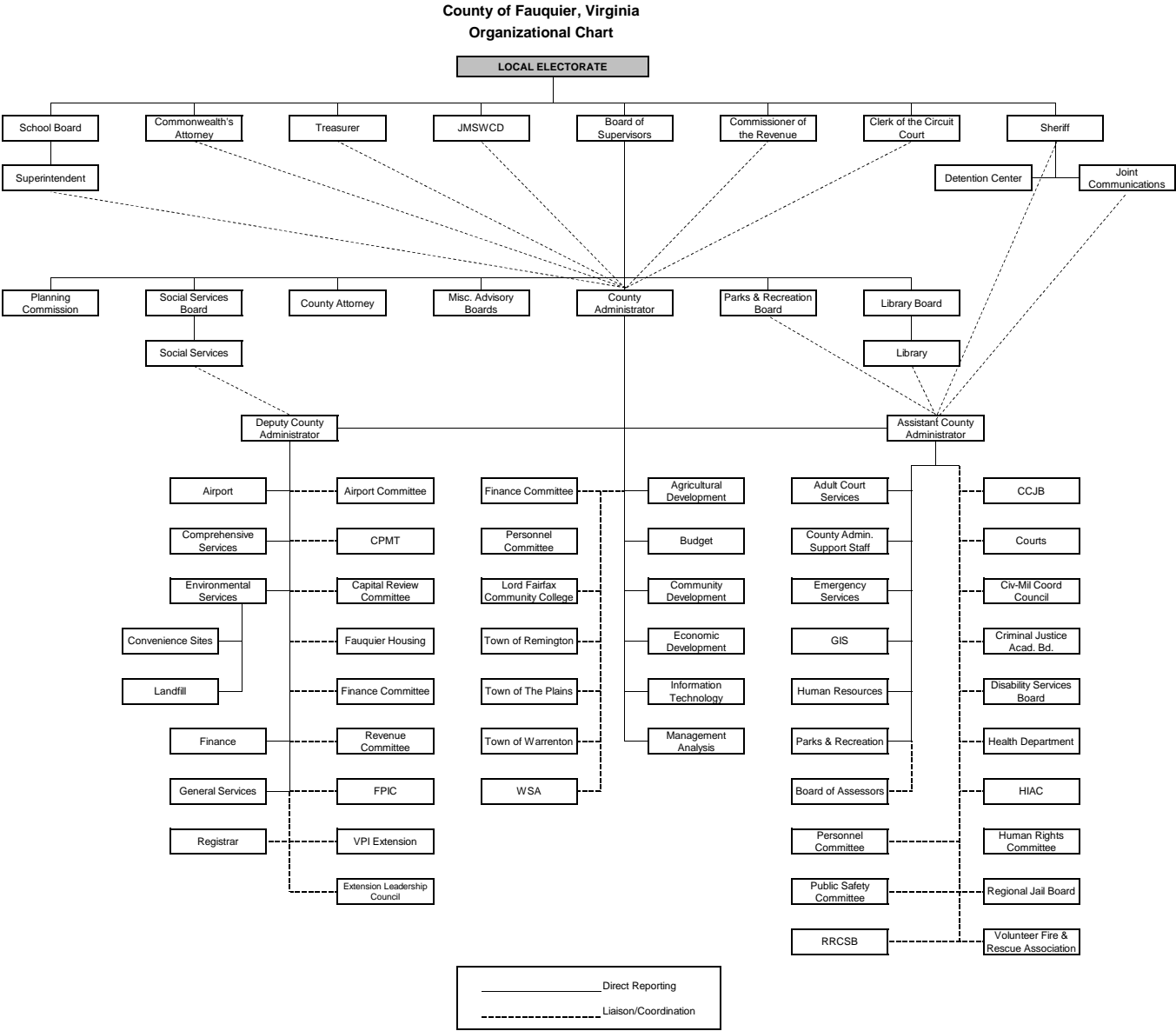
<b>Conclusion/Recommendation</b>	<b>One-time Cost</b>	<b>Annual Cost</b>	<b>Annual Savings</b>	<b>Net Annual Savings/ (Cost)</b>
Implement the suggestion to open an informational channel to manage non-emergency Police related calls so dispatchers can focus on Police related priority calls and provide non-emergency traffic in a timely manner to officers.				
Progress towards automation of timekeeping management.				
Evaluate the hiring process and the utility of each component undertaken.				
Standardize and document the processes and procedures for entering data into the CAD system to further ease of use and transfer of institutional knowledge. When possible, provide onsite or online training for employees to become better situated with new computer systems.				
<b>Fire Marshal</b>				
Continue to standardize, update and add standard operating procedures.				
Measure and track detailed inspection and code related criteria.				
Evaluate using civilians to perform fire inspections and non-uniformed duties.				
<b>County Administrator</b>				
Assist the Board of Supervisors in the recruitment of a facilitator to assist the Board with internal communications.				
Implement the Succession Planning and Knowledge Retention Program to its fullest extent to impart the Administrators institutional knowledge to appropriate personnel within the County.				
Implement the "As-Is-Enhanced" Model for reorganization of County divisions.				
Regarding the physical location of Economic Development, do not move it back within the County Complex now.				
<b>County Attorney</b>				
Work with Human Resources to develop a career ladder system of advancement whereby pay can be increased automatically when an employee achieves certain identified professional milestones, such as passing the Bar.				
Retain the current version of <i>Westlaw</i> .		\$3,500		(\$3,500)
<b>Economic Development</b>				
Relocate the Office of Economic Development under the new Citizens Services Department.				

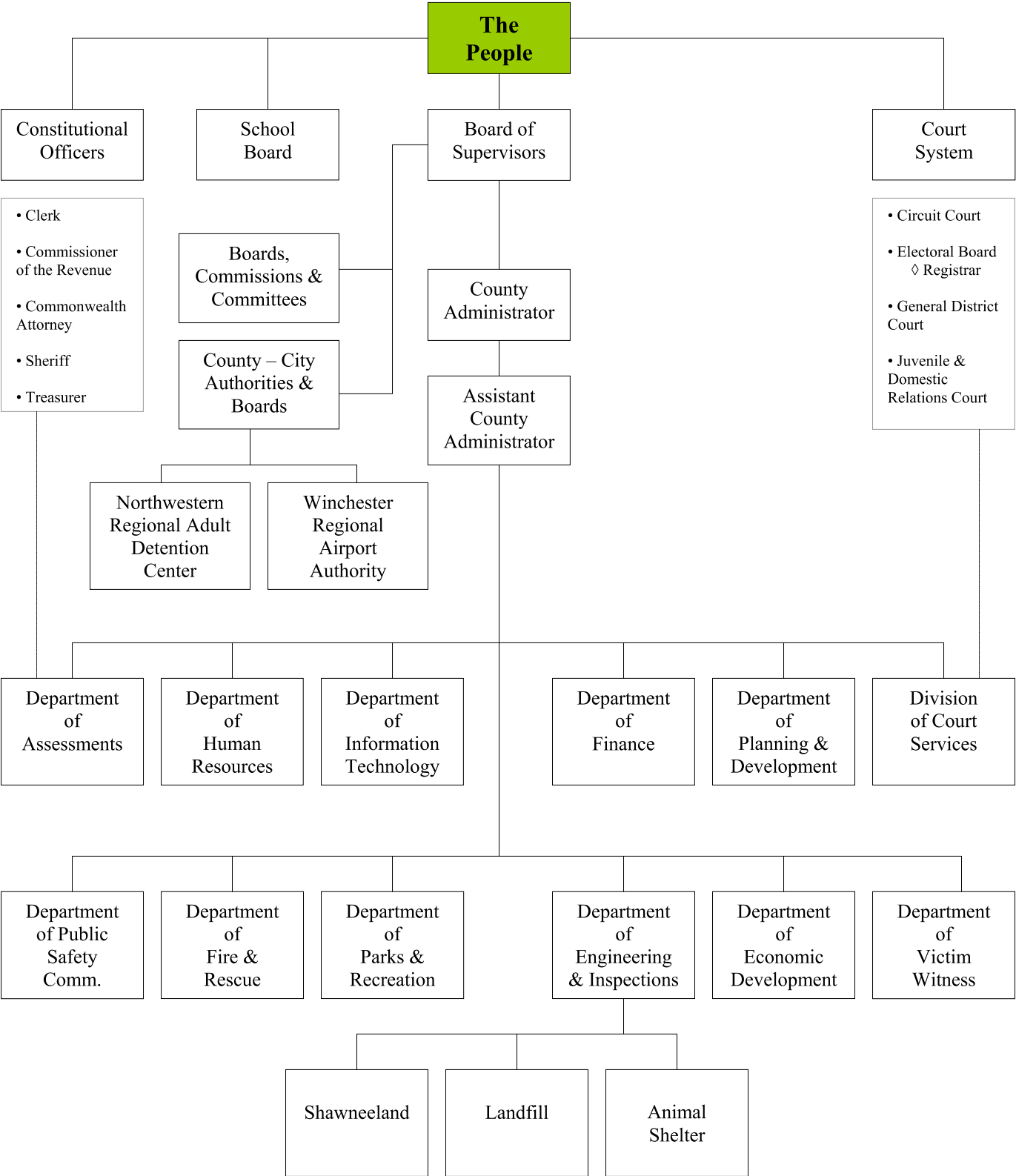


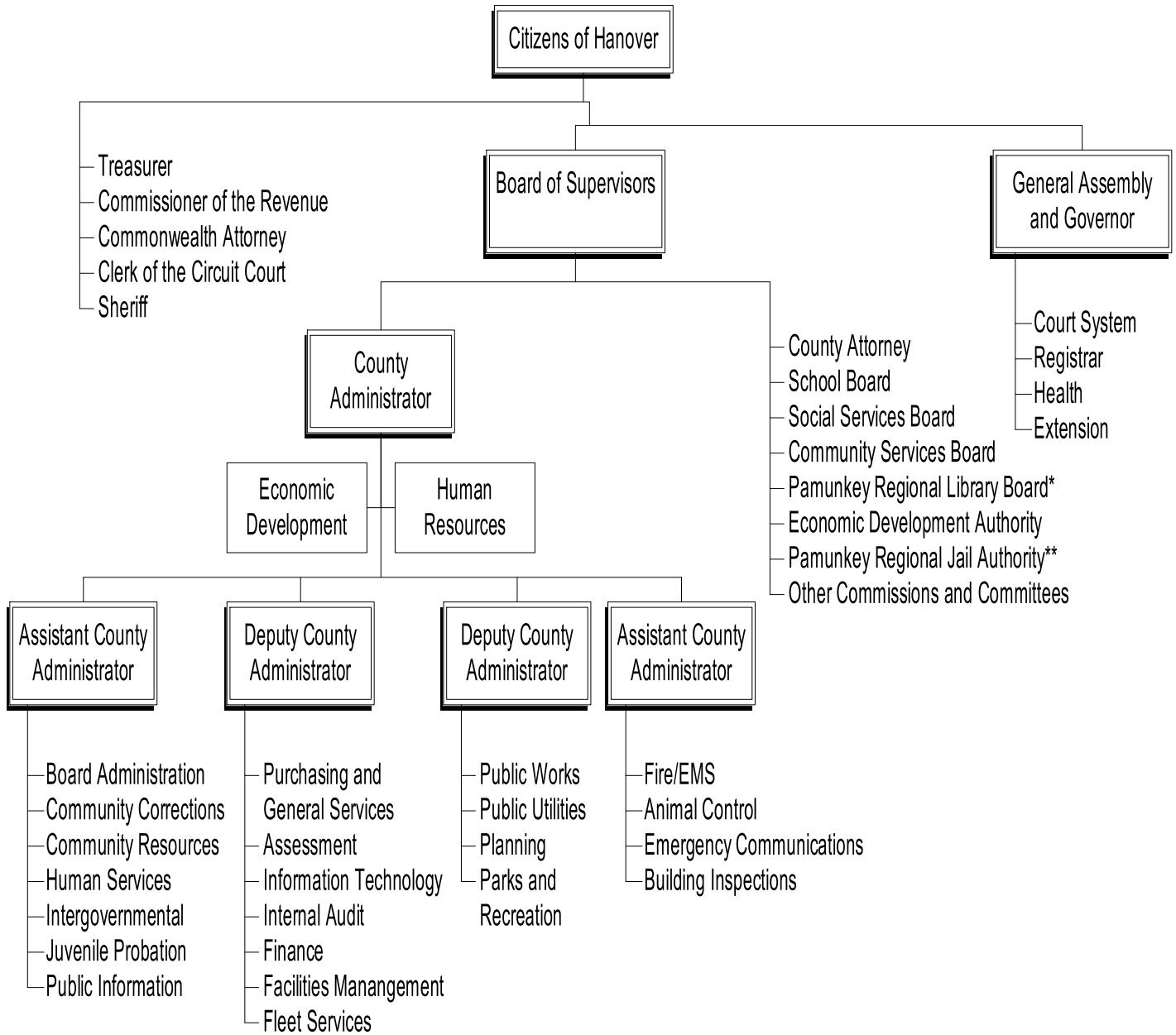
<b>Conclusion/Recommendation</b>	<b>One-time Cost</b>	<b>Annual Cost</b>	<b>Annual Savings</b>	<b>Net Annual Savings/ (Cost)</b>
Retain Economic Development at the New Town site, for now.				
<b>Satellite Services</b>				
Relocate Satellite Services under the new Citizens Services Department.				
<b>Board of Supervisors</b>				
Empower the County Administrator and Senior Management to implement the recommendations contained in this report.				
Work through the County Administrator to schedule a facilitated Board retreat to work on communication issues.				
<b>Total</b>	<b>\$65,000</b>	<b>\$285,000</b>	<b>\$463,700</b>	<b>\$178,700</b>

## **APPENDIX- BENCHMARK COMMUNITIES ORGANIZATIONAL CHARTS**



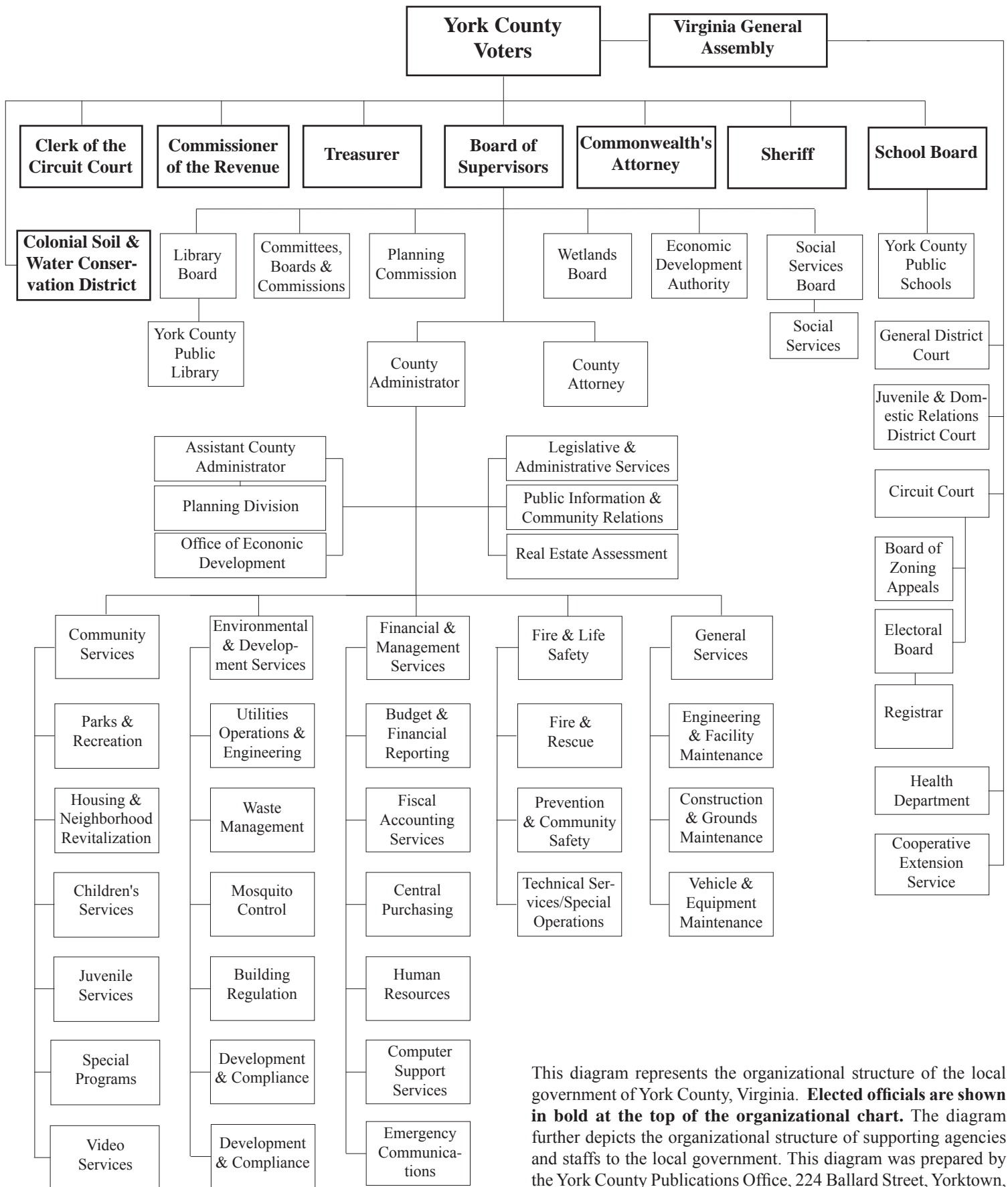






\*Pamunkey Regional Library Board in which Hanover County represents 4 of 10 appointed members.

\*\*Pamunkey Regional Jail Authority in which Hanover County represents 2 of 5 appointed members.



This diagram represents the organizational structure of the local government of York County, Virginia. **Elected officials are shown in bold at the top of the organizational chart.** The diagram further depicts the organizational structure of supporting agencies and staffs to the local government. This diagram was prepared by the York County Publications Office, 224 Ballard Street, Yorktown, Virginia, 23690. Mailing Address: P.O. Box 532, Yorktown, Virginia, 23690-0532.